TABLE OF CONTENTS

The UN Working Together: Results of Country Team Activities 2001

Executive Summary 2

MDGs/CROSS CUTTING ISSUES

UN Reform and Tools for Change 5
Millennium Development Goals at Country-Level 12
Eradicate Extreme Poverty and Hunger 13
Achieve Universal Primary Education 16
Promote Gender Equality and Empowerment of Women 19
Reduce Child Mortality 22
Improve Maternal Health 24
Combat HIV/AIDS and Other Diseases 26
Ensure Environmental Sustainability 30
Develop Global Partnerships for Development 33
Human Rights 36

UN COORDINATION CAPACITY

Crisis, Recovery and Peace-building 38
Joint Programming 42
Simplification and Harmonization of UN Procedures 45
Common Premises and Services 48
Training 51
Support to UN Coordination Capacity in 2001 53
Country Coordination Fund 55
Headquarters Support, Assessment and Recommendations 56

Annex 1 List of UNDG Agencies 59
Annex 2 Acronyms and Abbreviations 60

EXECUTIVE SUMMARY

In this report we hear the voices of the United Nations Country Teams (UNCT) working in 128 countries. They have told us what they are doing together to help countries achieve the Millennium Development Goals (MDGs). They have told us the problems and constraints they have faced in doing so, and they have made some suggestions as to how their work can be better supported.

One key set of developments during 2001 has positively affected the work of the country teams. The introduction of the MDGs as the operational framework of the United Nations, the development of a policy to situate these MDGs within national Poverty Reduction Strategies (including Poverty Reduction Strategy Papers, or PRSPs), and the linkage of UN analytical and planning tools (the CCA, and the UNDAF) to these national poverty reduction strategies, have given us a much more coherent context for the work of the UN at country level. Within this framework, country teams are assessing progress towards the MDGs, using the Millennium Development Goal Report (MDGR) and analysis of the underlying causes of the trends revealed and of persistent (or increasing) poverty using the Common Country Assessment.

A very encouraging trend is the increasing role of the country teams in working with governments to build national capacity to prepare good MDGRs, and good poverty reduction strategies that respond to the issues revealed in MDGRs. Of the 21 CCAs and 23 UNDAFs prepared in 2001, 20 country teams reported that the CCA or CCA and UNDAF analysis fed into the Poverty Reduction Strategy process, and six reported that the priorities where the UN agreed they had comparative advantage in supporting were drawn from the national PRSP.

To better reflect the primacy of the MDGs as our organizing framework, this report has been structured following the eight MDGs. All of the 128 country teams reported on the work that they are doing to help countries achieve the MDGs. While activities are reported against all of the goals, there is currently a lot more UN activity against some goals than others. Some goals are supported by almost all members of the country team, (poverty reduction, HIV/AIDS). Some goals have three or four agencies working together (child mortality, girls education) while others have relatively little UN support at country level. In some cases this reflects the lack of resources available to the UN. In other cases it reflects the relative importance of action at the global and regional levels, rather than the country level (e.g. goal 8: develop a global partnership for development).

To date, progress towards the MDGs is uneven. Some countries are meeting their targets, but many others are struggling to achieve their goals. While reasons vary, some challenges are clear and experienced by country teams in all regions: low levels of economic growth; debt burdens; inadequate market access; crises like natural disasters and war; lack of government commitment or capacity; lack of foreign aid; cultural traditions and sensitivities; and insufficient data. Additionally, while country teams overall report continued progress in working together, they noted a number of stumbling blocks coming from the UN itself: weak coordination at country-level in the area of programme implementation, often due to the differing planning, financial and administrative procedures of individual agencies; lack of resident expertise; confusion about how to proceed on certain goals; loss of work continuity because of staff changes; and lack of financial and human resources.

Each of the eight goals are reviewed, both in terms of regional trends, and looking at examples of best practice and challenges faced by the country teams. The UN works together on these goals through UN Thematic Groups. An interesting trend is the convergence of these UN Thematic Groups with nationally led coordination groups.

In addition to reporting on the MDGs, we also asked country teams to report on the cross cutting issue of human rights. There is growing evidence of agencies working together to take a rights based approach on UN Development Assistance Frameworks programmes and projects. There is also an encouraging trend of inter-agency initia-

tives to help governments enhance their capacity to address human rights, and to institutionalize human rights approaches nationally.

Experience in Afghanistan, Republic of Congo and Sierra Leone have brought out some valuable lessons and suggestions for a collaborative approach to planning together in crisis and post conflict situations that includes continuing humanitarian assistance, as well as assistance to nation-building for countries emerging from conflict. These new integrated strategies for relief, recovery and reconstruction build on existing tools for joint analysis (CCA), programming (UNDAF) and resource mobilisation (CAP) but use selected elements of these tools in a flexible manner that is more suited to these situations.

In the second half of the report, country teams have reported on methods of working together, both in terms of programme implementation and operational services including joint programmes, simplification and harmonization of administrative procedures common premises and services and joint training. Country teams are striving to increase coordination and impact through joint assessments, collaborative planning and joint implementation of programmes, with 60% of teams offering examples in these areas. However, few were actually carrying out joint programmes as per the definition set out in 1999 and the Guidelines of 2000.

The Country Teams repeated their call to headquarters to harmonize financial rules and procedures as a priority, as they perceive this to be an obstacle to further progress. Simplification and harmonization of UN procedures is one way to increase the impact of the United Nations programmes of cooperation and reduce duplication and transaction costs. Country teams provide examples of progress at the field level, and also provide recommendations for further efficiency gains. Many of the suggestions made will be addressed in on-going UNDG work on Simplification and Harmonization.

A key area in which clear progress is being made in simplification and harmonization is common premises and services. To be called UN House , common premises must exist at the country-level for UNDP, UNFPA, UNICEF and, as appropriate, WFP. By the end of 2001, 46 UN Houses were in place and many other country teams were sharing premises and services. This leads to great opportunities for cost savings, efficiency and unity. Over 85 UN country teams reported on shared services including salary surveys, consultancy rosters, IT (LAN and VSAT connectivity), security, databases, travel agencies, pouch, banking, procurement and training. Country teams are encountering constraints to sharing services including lack of harmonized financial, budgetary and other administrative rules and procedures, difficulty achieving consensus, and specific agency requirements for space or services.

The reports cite over 350 inter-agency training activities conducted across the globe touching the UN funds, programmes and agencies as well as governments and NGOs. In particular the training is focusing on HIV/AIDS, mainstreaming gender issues and human rights, CCA and UNDAF, crisis prevention and recovery. Country teams are requesting further resources to conduct joint training and increased types of training and number resource people available.

As for how the RCs and country teams are financing these collaborative efforts, the funds available in 2001 went down by 15% from the year before, continuing a downward trend since 1998. Likewise, donor funds to country teams reduced in 2001. This gap is being filled in 2002 by a donor funded UN Country Coordination fund. Country team coordination activities in 2001 focused on preparation of collaborative and integrated programming, UN Houses and common premises and services, public information and advocacy and follow-up to global conferences (in order of percentage spent). Specifically, country teams are using the RC funds for preparation of CCA and UNDAF and joint initiatives on HIV/AIDS and poverty reduction. Funds are also used to support MDG reporting and follow-up to global conferences, theme groups, and RC/inter-agency support units and common premises and services and advocacy.

In addition to reporting on the work at the field level, the annual reports of the Resident Coordinators offer an opportunity for the country team to give feed back on the work of headquarters. On the positive side, country teams appreciate support to the CCA and UNDAF processes, information exchange, UNDG guidance notes on CCA, UNDAF, PRSP, MDG reporting and crisis prevention, as well as staff visits from headquarters. Areas in which the country teams requested further support from headquarters include more consistent guidance, policies and procedures among the agencies, especially in regards to joint programming, financial reporting and administration and increased emphasis on and funds for training in poverty reduction and early warning and preventative measures, joint programming and CCA and UNDAF.

In summary, the introduction of the Millennium Development goals has given the UN Country Teams an operational framework that will facilitate their working better together . From the 2001 RC Annual Reports we are seeing a greater focusing on UN work around the MDGs, a trend we should see reinforced in 2002. Progress continues in finding ways to work together, more effectively and efficiently, however different rules and procedures are still perceived to be major obstacles to further progress.

UN REFORM AND TOOLS FOR CHANGE

Resident Coordinator Annual Reports

At the end of each year, UN Resident Coordinators (RC) and the other members of the UN Country Team (UNCT) prepare a Resident Coordinator Annual Report reviewing their work. This report is an opportunity to highlight good practices in the coordination of operational development activities and to demonstrate why the work of the United Nations System matters to the communities it serves.

The annual reports help to identify trends, challenges and possible enhancements to the implementation of UN reform at the country-level. Information provided in the reports also help to ensure effective reporting to inter-governmental bodies charged with the oversight of UN operational activities, as well as offering a global overview of activities to programme countries, governments, donors and UN partners.

Reports are submitted to the UN Development Group Office (DGO) in January and February. They are subsequently reviewed between March and May by inter-agency groups, chaired by DGO, who provide feedback to country teams. After the review process, data from all reports is compared and a synthesis report is produced. This is the only document in the UN System that offers a comprehensive picture of the United Nations development operations at the country-level, with particular focus on UN System coordination and implementation of UN reform. Many good examples of UN System collaboration were evident in the 128 annual reports received for 2001 and a number of these examples are highlighted in the following chapters.

Please note, this report focuses on the work the UN agencies are doing together. It is not an exhaustive report on all of the activities of the UN System at country level. As the UNDAF becomes more effective in helping the UN focus its assistance, the report will cover increasing proportions of UN activity. This report is also not intended as a comprehensive review of Millennium Development Goals (MDGs) or of the detailed work of each UN agency — a substantial task with 134 country teams and 20 UNDG agencies (See Annex 1 for list of UNDG agencies). The report does, however, hope to provide a sense of the direction in which the UN is headed, the context of the MDGs and UN reform, collaboration with other partners, such as the World Bank and NGOs, and the progress that the UN is making in its efforts to work better together for greater impact. One final disclaimer: often the country teams doing the best work are too busy doing that work to prepare a comprehensive report.

UN Reform

UN reform directives aim to establish a new leadership culture and management structure at the United Nations that lead to greater unity of purpose, coherence of efforts and agility in responding to the pressing needs of the international community.

The United Nations Development Group (UNDG) was formed to enhance the effectiveness and impact of UN development operations as part of the Secretary-General s wide-ranging 1997 reform programme. Its purpose is to facilitate joint policy formation and decision-making. At the same time, it helps increase the contribution that each member makes towards the overall objectives of the United Nations by reducing duplication of efforts and facilitating greater coherence and complimentarity in development activities. The Development Group Office serves as a Secretariat to UNDG, and also supports the global Resident Coordinator System at country-level. DGO works closely with other UN entities to ensure effective links between UNDG and the broader UN System. UNDG is lead by the UNDP Administrator. UNDGO is hosted and funded by UNDP.

The UNDG sets policy priorities to enhance programme harmonization and collaboration among UNDG members. The UNDG Executive Committee works with the Executive Committees on Peace and Security, Economic and Social Affairs, and Humanitarian Affairs to develop operational linkages across sectoral boundaries. It also promotes partnerships with the Bretton Woods institutions and other development organizations.

The UN at Country-level

UN development operations are but one part of national and international efforts to address the needs of the poorest and most vulnerable. Nevertheless, with activities underway in 134 countries in a global effort to alleviate or mitigate the effects of poverty and strife on the world s people, the UN can play a significant role.

A well-coordinated, focused and coherent UN-response to a country s priority problems has much greater impact than when UN agencies work alone. No single agency has the range of funds, skills, knowledge, and experience to tackle the multi-dimensional causes of poverty. Working together, the UN System can provide advice and assistance in a wide range of issues, and can ensure that the support provided by each agency is complementary, rather than duplicative.

The real benefit of UN coordination is therefore the increased impact that the UN System will have on reducing poverty. Other important benefits include reduced transaction costs for recipient governments, as well as for donor governments and the UN itself; strengthened national capacity for monitoring impact on poverty reduction and other national goals; and the increased recognition by governments and other partners of the added value of the UN System, when it works as a coherent whole. In this regard it is important for the UN System to show results in its coordination efforts.

Benefits to the UN itself include strengthened teamwork, high quality analyses of the key problems in each country, focused and strategic frameworks, which provide the foundation of each agency s program of assistance, and closer relations with the Bretton Woods institutions and civil society.

Resident Coordinator

As the designated representative of the Secretary-General, the Resident Coordinator leads the UN country team in implementing the UN reform programme at country-level. Resident Coordinators are expected to advocate the interests and mandates of the UN in development, drawing on the support and guidance of the entire UN family of organizations through the Resident Coordinator system, in which all UN agencies, including the World Bank, participate. The Resident Coordinator system is managed and funded by UNDP.

UNCT

All UN agencies resident in a country are intended to be members of the UN Country Team (UNCT). The UNCT, under the leadership of the Resident Coordinator, manages the activities of UNDG in that country. Various inter-agency theme groups

Building Co-ordination Capacity

UN Country Teams are using their co-ordination capacity to:

- use the Common Country Assessment process in a flexible and effective manner to ensure that the UN System has a common understanding of the main problems facing the people, and that this analytical process is directly linked to the national analytical process, influencing national priorities;
- support the national strategy setting and prioritization processes (including the PRSP) when requested by national governments;
- prepare high quality, focused, and strategic UNDAFs or Transitional Plans that guide the UN response to, and support for, national strategies and priorities, or to respond to crisis and post-crisis contexts;
- support Governments in preparing the Millennium Development Goal Reports (MDGRs);
- develop, implement and monitor collaborative and joint programmes effectively; and;
- establish UN House and common services to increase efficiency and reduce costs.

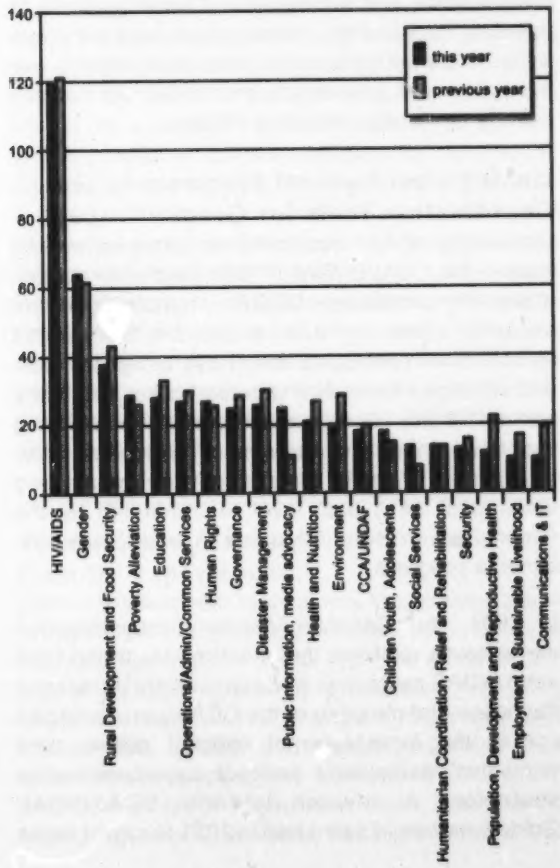
are established to manage the work processes the UNDG wants to do together and UN agency Representatives and staff are delegated responsibility for this work on behalf of the UN system. An encouraging development is the increased participation of the World Bank and the IMF in the UNCT activities.

Theme Groups

Inter-agency thematic groups serve as a platform for dialogue, common assessments and analysis, and the basis for joint planning to address national priorities. The 2001 annual reports demonstrated significant involvement of non-UN partners in theme groups, including governments, donors, non-governmental organizations, civil society and Bretton Woods institutions. There is an interesting (and very positive) trend of UN Theme Groups becoming government theme groups with UN support. This is most evident in response to the HIV/AIDS pandemic.

As in 1999 and 2000, the most prevalent theme groups in 2001 were those that address HIV/AIDS, gender, and poverty alleviation and food security. While theme group activities in general are increasing, one of the challenges reported by a number of teams is to move as a group beyond information exchange towards joint action.

Inter-Agency Thematic Groups in 2000 and 2001



Development Frameworks and Coordination Tools

The formulation of coordination frameworks and their reciprocal relationships are guided by the fundamental principle that development frameworks should be owned by the national government and reflect nationally defined development strategies. Both the UN development system and Bretton Woods institutions uphold this principle. National strategies and plans should be the foundation upon which external assistance is built. Institutional instruments add value to the extent that they support the quality and process of national planning and uphold the primacy of national priorities.

There are currently four key coordination tools and analytical processes which the UNDG has agreed to work with at country-level to advance development operations in line with national priorities: the Common Country Assessment (CCA), the United Nations Development Assistance Framework (UNDAF), the Poverty Reduction Strategy Paper (PRSP), and the Millennium Development Goals Report (MDGR).

The CCA is a cross-sectoral process designed to provide a comprehensive analysis of a country s development needs as a basis for the UN to determine a strategic response and focus for its country-level activities. The CCA is major step towards the UNDAF, as well as a key input into the formulation of a country s Poverty Reduction Strategy Paper (PRSP) process, or any other national poverty reduction strategy. It is prepared by the UNCT and

national partners, with participation from international partners welcomed. The CCA analysis now starts with a review of progress towards the MDG s.

The UNDAF is the strategic planning and collaborative programming framework prepared by the UNCT for a focused UN response to priorities identified in the CCA and the national poverty reduction strategies including the PRSPs. It identifies a small number of key common priorities for UN action in agreement with national governments. It is the UN Business Plan .

The PRSP is a process through which government and civil society work together to develop national goals and priorities for poverty reduction, and the strategies to achieve them. The MDGs are milestones that can be used to ensure that the PRSPs are moving in the right direction. The PRSPs provide the basis for the national budget and for international assistance in over 70 LDCs. While the PRSP is intended to address poverty issues within a comprehensive and long term vision, it is also an instrument that all donors, including the UN, can use to plan and coordinate their own assistance strategies and budgets. As such, the PRSP offers a valuable opportunity for the UN System to influence poverty reduction and development.

The MDGR is a tool for awareness raising, advocacy, alliance building, and renewal of political commitments at the country-level, as well as to build national capacity for monitoring and reporting on goals and targets. The MDGR benchmarks country progress towards MDG goals and indicators. As part of the global campaign around the MDGs, its audience is the general public and civil society, the media and top politicians and decision-makers in the country. The MDGR helps focus the national development debate on specific priorities.

The UNCT supports national monitoring of MDG progress, including building national capacity for the preparation of the MDGRs (reporting on results to date). This information and the trends for each goal strengthen linkages by serving as a feedback mechanism to update the CCA. This effectively closes the loop on a self-monitoring system to reduce poverty at the country-level. Additionally, the UN s thematic groups can serve as a mechanism for broadening dialogue among development actors on poverty issues, and for inputs into PRSPs. The UNDG has prepared a Guidance Note for UNCT s in 2001, explaining how UNCT s should support the PRSP process and the preparation of MDGR s.

MDGRs

During 2001 a very important tool has been introduced. As part of the follow up to the Millennium Declaration, country teams will work with national governments to prepare periodic reports on progress towards the MDGs, so as to allow Governments to assess the relevance and effectiveness of the national strategies and the UN System support to those strategies. This can include assisting governments to establish national poverty monitoring systems, development of national indicator databases, dissemination of national data, and training of civil society groups to use data for advocacy. In many countries the country team is working to build national capacity to use this data in the preparation and revision of national poverty strategies, including PRSPs.

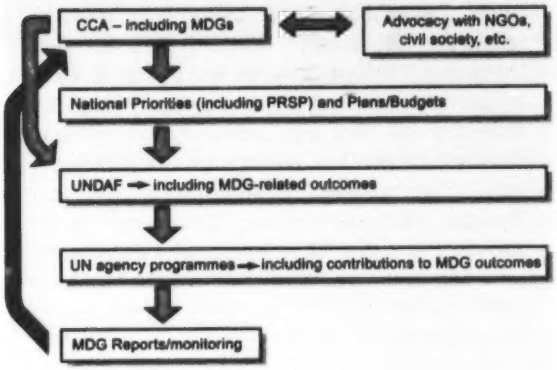
Linking Development Frameworks and Coordination Tools for Greater Impact

Individually these country-level frameworks and tools — the CCA, UNDAF, PRSP (and other national planning processes), MDGR — require significant amounts of time and effort to prepare. But it is not as individual processes that these analytical tools and strategies have their greatest value. Within the context of the country commitments to achieving the MDGs, these processes must link to each other in order for them to have significant impact and there must be a high level of ownership by the national government if they are to lead to any sustainable progress.

In 2001, the General Assembly recommended measures to reinforce the effectiveness of the CCA and UNDAF processes and significantly broadened the scope and meaning of the CCA by promoting its use in the formulation of national policies and strategies, particularly national poverty-reduction strategies. A revision of the CCA/UNDAF Guidelines was initiated late in 2001 to reflect these

new developments and to stress the links between CCA-PRSP-UNDAF-MDGR.

CCA-UNDAF-PRSP-MDGR Linkages


CCA – including MDGs
Advocacy with NGOs, civil society, etc.
National Priorities (including PRSP) and Plans/Budgets
UNDAF → including MDG-related outcomes
UN agency programmes → including contributions to MDG outcomes
MDG Reports/monitoring

During 2001, the UNDG issued guidance notes on the PRSP and MDGRs to all country teams. The former described how country teams could support National Poverty Reduction Strategies, including the PRSP, and the relationship between CCA, UNDAF and PRSP. The latter explains how country teams can build national capacity to monitor MDGs (national poverty monitoring databases, staff skills, etc.) and link the monitoring of MDGs to support national governments in the PRSP process. Examples of this include **Ethiopia**, where the country team used the MDGs as a framework for establishing a monitoring and evaluation system for PRSP implementation, and **Tanzania**, where the country team supported the establishment of a national poverty monitoring system, which was then used to monitor the PRSP and produce their MDGR.

Strengthening Linkages- Country Experiences

2001 is the first year that country teams were asked to report on the inter-relationships of these tools and strategies. Many teams reported some fostering of linkages between processes, but only **Tanzania** completed a linkage system between CCA, PRSP, UNDAF and MDGR in 2001. A few other teams reported links between PRSP, MDGR and CCA or UNDAF (**Burkina Faso, Cameroon, Niger, Tajikistan**). **Burkina Faso** produced a first draft of their MDGR — with cooperation from the Ministry of Finance and Economy — building on the UNDAF and PRSP as well as the last National Human Development Report.

Although the UNDG s Guidance Notes on PRSP and MDGR were only issued at the end of 2001, a significant increase in the interaction and linkages between instruments was evident. Twenty teams noted using the CCA, or CCA and UNDAF, as direct inputs into the PRSP. Of the 23 countries preparing an UNDAF in 2001, six country teams reported links between the PRSP and UNDAF, and five reported using the PRSP to guide work on MDGs or in preparation of the MDGR. Nearly a dozen teams, including **Nigeria** and **Senegal**, spoke of strengthening UN-World Bank/IMF relations or collaboration through theme group participation and other forms of consultation when linking these processes. A number of other teams also found these processes to have strengthened partnerships with government and civil society.

If not yet engaged in linking these mechanisms, a number of country teams describe setting a solid foundation for this kind of work by forming theme groups or other collaborative initiatives. The Philippines, for example, held a UN Staff College supported team-building workshop on CCA, UNDAF, and MDGs, resulting in a work plan, enhanced teamwork, and clearer direction for moving forward, particularly on the MDGs.

In **Guyana**, UNICEF, UNFPA, UNDP and the Pan-American Health Organization collaborated on data sets and indicators essential to the process of assisting government to align the PRSP with the MDG and develop systems for monitoring progress. Multi-indicator cluster surveys produced late in 2001 with UNICEF support provided useful data and identified gaps.

It is not always clear from the reporting how strong these linkages are. For some teams, it means providing inputs on poverty from the CCA to the PRSP; for others it is realigning the way the country team addresses poverty issues around the PRSP. It is also possible that more countries are doing this kind of linkage between processes, but have not described it as such.

Challenges

Country-level tools and processes are taking root in the development landscape and their use as operational frameworks for the UN is showing benefits. There are, however, a number of challenges faced by country teams when engaging these processes.

Timing and Sequence: The reports indicate that country teams and governments are struggling with the alignment of the various instruments. For some countries, the processes clearly enhance each other where the CCA has directly provided inputs into the PRSP, which in turn is guiding the evolution of the UNDAF. In others, the UNDAF was completed prior to plans for a PRSP.

Hence, the quality of the linkage between CCAs, UNDAFs, PRSPs, and MDGRs, as well as the relevance of the country team s interventions, are extremely dependent on timing and sequence. This is an area where more guidance and support to country teams is needed to ensure such processes are streamlined so as to enhance each other and to reduce transaction costs generated by the international community. It is key that all mechanisms strengthen each other in a continuing process cycle.

Ownership: Although all member states have signed the Millennium Declaration and adopted the MDGs, many governments, donor as well as recipient governments, still need to reflect this in their national plans and priorities. For some countries the government has clearly stated its intention to take the lead in the process of preparing the MDGR and advocating for the MDGs. For others, the process of ensuring greater government ownership, with support from the UN, is just beginning.

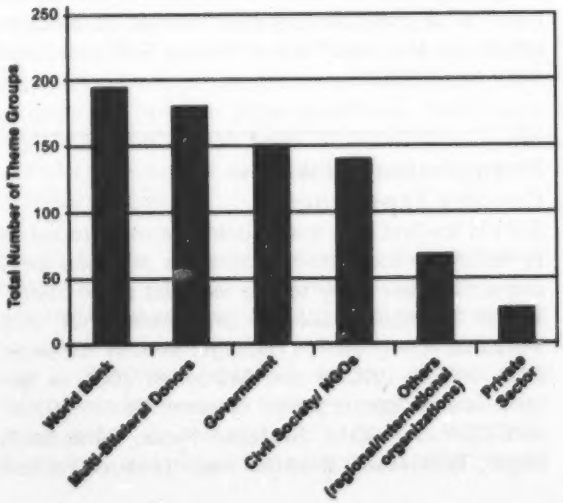
Capacity: Many country teams report strong collaboration with government and development partners in these processes. However a number of agencies also report mixed commitment levels from UN agencies, with a few agencies doing the bulk of the work. Given the complexity in linking CCA, UNDAF, MDGR and PRSP, country team demand for increased coordination capacity has risen. The annual reports describe a range of strategies that country teams are using to augment capacity,

Linkages at Work in Benin

There is a significant link between country team (CCA/UNDAF) activities and national strategies in Benin. Coordination between these mechanisms is facilitated by UN System action and the active role of three ministries (Ministry of Foreign Affairs and African Integration, Ministry of Finance and Economy and Coordination of Government Action, and Ministry of Development). Thirty high level cadres from the Ministries and civil society took part in the validation of the CCA, showing their interest, and that of the government, in the principles of reform.

In this same spirit, the country team was involved in the elaboration of the PRSP in searching for equilibrium between macro-economic considerations and social/development needs. In this respect, the government requested that UNDP, in collaboration with the country team, support the organization of a round table on PRSP and development. Theme group work on poverty indicators served as a foundation for the CCA database and will serve the same purpose for the PRSP.

Participation of Non-UN Partners in Theme Groups



including training on the linkages between CCA-UNDAF-MDGS and PRSPs, additional staff, and support for workshops and processes that include government, civil society and other stakeholders.

Enhanced staff capacity is often needed to overcome numerous constraints, including those that stem from poor consultation among agencies in reviewing their programmes, and the difficulty of integrating the PRSP in agency programmes when agencies are only marginally involved in the PRSP process. Other obstacles to strong links are limited funds and lack of expertise, especially in smaller country teams.

MILLENNIUM DEVELOPMENT GOALS AT COUNTRY-LEVEL

The Millennium Declaration, a statement of values, principles and objectives forming an international agenda for the twenty-first century, was adopted by the international community during the Millennium Summit in September 2000. Eight global goals and targets stem from the Declaration, called Millennium Development Goals, or MDGs.

These goals include: Halving extreme poverty and hunger, achieving universal primary education and gender equity, reducing under-five mortality and maternal mortality by two-thirds and three-quarters respectively, reversing the spread of HIV/AIDS, halving the proportion of people without access to safe drinking water and ensuring environmental sustainability. They also include the goal of developing a global partnership for development, with targets for aid, trade and debt relief.

The MDGs provide the operating framework for the UN System. While the UN may support many other goals in a country, as a minimum, the UN should examine how a country is progressing towards the MDGs — and what role the UN can play in supporting their achievement. Because of the central role of the MDGs to the work of the UN they have been used as the organizing structure for the first half of this report, which examines the work of the UN at the country-level. Data was drawn from 128 Resident Coordinator Annual Reports received in early 2002.

MDG Reporting

The Secretary-General s Roadmap towards the implementation of the UN Millennium Declaration says that MDG reporting should occur on the global and country-levels. On the global level, the Secretary-General is to report annually to the General Assembly on progress towards a sub-set of the MDGs and to report more comprehensively every five years. On the country-level, each country team should produce a minimum of one Millennium Development Goal Report (MDGR) before 2005, to feed into the Global Report. Ideally, statistics showing progress towards achieving the MDGs, should be available to national and international decision makers on an annual basis. MDGRs help to engage political leaders and decision-makers, as well as mobilize civil society, the public and the media. The reports also help UN country teams support governments in monitoring progress on their goals and targets.

Even with the RC Annual Report guidelines structured around the MDGs, country teams responded with varying levels of completeness and quality. Though some reports were highly descriptive and thorough, others were lacking in the kinds of information needed to provide an idea of country-level accomplishments. When asked to report on outcomes and results, some teams did not respond and others did not provide any context for the outcomes reported. A few teams listed events as collaborative activities, and others reported collaborative activities as joint programming, suggesting some confusion over definitions of these activities.

GOAL 1

ERADICATE EXTREME POVERTY AND HUNGER

1. Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day.

2. Halve, between 1990 and 2015, the proportion of people who suffer from hunger.

The Millennium Declaration expressed the resolve of world leaders to free their fellow men, women and children from the abject and dehumanizing conditions of extreme poverty and to make the right to development a reality for everyone. The Declaration underscores that poverty is a multi-dimensional phenomenon, often at the root of conflict, insecurity and environmental degradation.

The MDG targets of halving extreme poverty and hunger focus on ensuring that people have enough money to reach basic living standards and sufficient food to survive, and hence are the core of poverty alleviation efforts. With 1.2 billion people still living on less than $1 a day and some 790 million people suffering from malnutrition, there is clearly an urgent need to address these issues.

Given its charter and mandates the UN, working with partners, is well placed to ensure that the many facets of poverty are combated with a multi-dimensional approach. The bringing together of skills, knowledge, and expertise to achieve this is one of the greatest strengths of UN country teams.

Global Perspective

Roughly one hundred fifteen country teams reported addressing poverty through a multi-dimensional approach and collaborative efforts related to improving people s income and their access to food and food security. As in previous years, country teams highlighted activities carried out by inter-agency theme groups on poverty. They also presented activities related to supporting national poverty reduction strategies, including PRSPs. While national poverty strategies go beyond decreasing extreme poverty and hunger, the UN s involvement in them clearly relates to these specific goals.

Twenty-nine country teams reported having an inter-agency theme group or working group to address poverty alleviation, and thirty-eight reported a group addressing rural development and food security (although many other theme groups address the broader issue of poverty — including those on rural development, gender issues and HIV/AIDS). This compares with 21 in 1998, 28 in 1999, 26 in 2000. In countries like **Ghana** and **Papua New Guinea**, government representatives chair poverty reduction theme groups, and in many cases government officials are members of such theme groups. **Nigeria**, **Moldova**, and **Zimbabwe** and are examples of countries where the World Bank chairs the poverty theme group.

Activities undertaken by theme groups include advocacy initiatives, poverty monitoring and mapping, providing UN inputs to PRSPs and national strategies and information sharing. For example, the **South Africa** Theme Group on Sustainable Rural Development conducted joint programming missions in two provinces. They presented to their national partners best practices and models on local governance and community empowerment for poverty reduction, particularly from India, Thailand and Uganda.

Thirty-three country teams reported supporting governments in the PRSP or National Poverty Plan processes by providing information and tools, such as indicators, databases and monitoring and evaluation systems.

One example of how country teams can support the PRSP process was provided by **Armenia**, where a three-level structure was developed consisting of a Steering Committee, the PRSP Working Group, and Thematic Subgroups to address support to overall coordination of the PRSP drafting process. **Lesotho** reports their theme group on poverty and food security as an effective mechanism for UNDP, UNICEF and World Bank collaboration on the PRSP.

Using these processes and mechanisms to have an actual impact on poverty reduction is still a challenge for the UN as well as other partners. One country team, **Zambia**, credits UN involvement in the PRSP process as leading directly to progress on the MDGs.

Regional Perspective

In Africa, poverty reduction efforts by country team were concentrated on hunger reduction, nutrition and food aid, preparation or assessment of the PRSP, mapping of poverty, debt management, and microfinance projects. **Kenya** s successful implementation of Donor Alert 2001 garnered 79% of the $177 million needed. This was instrumental in averting hunger and alleviating poverty among over three million Kenyans, with each of the seven agencies involved contributing in areas of comparative advantage. The team also reported that malnutrition rates were reduced from 30% to less than 15% in 2001 because of coordinated food relief efforts. In **Rwanda** UNICEF, WFP and the Ministry of Health developed a supplemental feeding approach that helped recuperate 16,000 malnourished children. The success of this effort has grown into a joint WFP/UNICEF proposal on community-based therapeutic feeding of malnourished children, currently awaiting funding. In **Eritrea** over one million people received food aid in 2001 and malnutrition levels were kept low in most parts of the country. The country team attributes these successes as a direct result of the good coordination between all partners. Six agencies working together in **Liberia** are furthering agricultural and market based initiatives. The team reports this coordinated approach has helped food production reach 60-70% of its pre-war level. The six agencies have worked on health, education, water and sanitation projects that have allowed access to social services to revive to approximately 30% of its pre-war level.

In Asia, many activities were focused on rural community development, institution building, food security and agricultural rehabilitation programmes, poverty databases and monitoring of MDGs. In **Sri Lanka**, the Participatory Nutritional Intervention Programme works to improve nutrition through better food utilization. After six months of monitoring, the team reports that exclusive breast-feeding of infants increased from around 20% to 40% and underweight measurements dropped to 22% from 33% in 2001. In **Nepal**, decentralization and social mobilization are key to the collaborative poverty reduction activities of UNCDF, UNDP, UNFPA, UNICEF, and WFP. An integrated UN work plan was developed in line with the District Plan, which increased synergy and reduced the financial and technical burden on district authorities.

In Arab States, most country teams worked in areas of poverty monitoring, microcredit, agricultural development, enterprise development, and refugee repatriation. In **Bahrain**, a Micro Start initiative involving UNDP/CDF, three NGOs, the Ministry of Labour and Social Affairs, and the Alexandria Business Association, are working on employment generation. 1,700 poor beneficiaries, 73% of whom are women, received at least one micro start loan. In **Sudan**, agencies collaborated on the provision of education materials, sanitation facilities, medicines and safe water (UNICEF, WHO), provision of microcredit revolving funds (UNDP, UNIDO), and emergency coordination and expertise, particularly in relation to the management of refugee and IDP camps (OCHA, UNHCR). In **Syria**, WFP, FAO and IFAD collaborated on food security programs in Jabal Al Hoss and Badia, including work to meet the short-term consumption needs of 66,750 farmers and herders while providing long-term development benefits through increasing land productivity.

In Europe and the CIS, activities were concentrated on employment creation through microcredit and enterprise development, public private partnerships, training of entrepreneurs, and technology transfer. In **Kyrgyzstan**, UNDP/UNV s approach to social mobilization through microcredit became a model for the country s National Poverty Reduction Strategy. In 2001, the programme covered all seven provinces of the country, 29 districts and 119 villages, including more than 8,500 direct beneficiaries, 57% of whom are women. The UN s poverty alleviation efforts contributed to in a 3-percent reduction in poverty, according to the government s estimates.

In Latin America and the Caribbean, activities were largely focused on the development of indica-

tors and monitoring, microcredit, nutrition and food security, and support to the PRSP process. In **Bolivia**, coordination of discussion among government, donors and civil society about policies towards the reduction of social discrimination and other key issues are being incorporated into the PRSP, and actions are being taken to train government staff and donors in these issues. All of the UN agencies working in **Cuba** participated in common programming in the eastern provinces, the most depressed area of the country, to address basic services for poverty reduction.

Challenges

Country teams reported constraints in achieving results towards this MDG due to: the short-term programme involvement of some agencies; confusion over the MDG framework, and hence difficulty explaining the MDGs to potential partners; poverty reduction not being a governmental priority; and uncertainty how to harness the multi-dimensionality of poverty reduction into a results-oriented framework. The latter constraint helps explain the much greater reporting emphasis on food security than poverty alleviation in this MDG goal. The results of food programmes are, in many cases, easier to define and quantify.

Effective Collaboration for Poverty Alleviation in Bulgaria

In Bulgaria extensive interagency collaboration (UNDP, UNICEF, UNFPA, UNAIDS) was developed in support of the poverty alleviation efforts of the Ministry of Labor and Social Policy. The Regional Initiatives Fund Project, with the support of the World Bank, ILO and USAID, has created 6,906 jobs and improved the social and economic infrastructure. The Beautiful Bulgaria project, which has received extensive funding from the European Union and other donors, has succeeded in benefiting 23,000 unemployed, of which 5,700 found permanent jobs. Furthermore, the Sustainable Practices for Poverty Alleviation and Social Mobilization project has conducted, with the support of UNDESA, three pilot Social Impact Assessments on child care, integration of the Roma population, and impact effectiveness of pension reform on at risk population groups. The project also provides support to an NGO, Anti-Poverty Information Center which has led an Eastern European Forum on Poverty Eradication. With the support of the ILO a strategic framework for anti-poverty action has been submitted to the government.

GOAL 2

ACHIEVE UNIVERSAL PRIMARY EDUCATION

Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.

Education is a cornerstone of sustainable development, fundamental to insuring progress in health, income generation, and family planning, among other facets of poverty. Yet, worldwide 120 million children, the majority of whom are female, are denied this basic right. In response to this challenge, the UN System undertook the Education for All (EFA) initiative in 1990 — aimed at providing all children with universal access to schooling, and the United Nations Girls Education Initiative (UNGEI) in 2000 — which works to improve the availability and quality of education for girls.

Global Perspective

At the global level, a number of approaches to primary education are widely reported, such as the development of EFA national plans, school-feeding programs, improvement of infrastructure, and joint strategies with government. The role of the United Nations System in education extends through all levels of society, from partnerships with government on research, policy and strategy development, to local level initiatives that ensure that girls and boys have access to quality schooling. More than 100 country teams reported on education, with 28 teams supporting education theme groups.

As they work towards the goal of universal primary education, many country teams report education initiatives, such as school feeding, development of innovative teaching materials (**Indonesia**), and school infrastructure development (**Myanmar**), including attention to hygiene and sanitation. Some programs target special groups — such as homeless children and child laborers — and are developing new approaches to meet their needs. Capacity building is an important goal for many countries, which have implemented training and follow-up for teachers, such as training of 1,500 teachers and administrators in 300 schools in **Costa Rica**. Several countries have addressed girls education in original ways, such as in **Kenya** where an engendered math and science curriculum and a model for girls education were pilot tested in seven disadvantaged districts. Where situations of conflict or HIV/AIDS threatens access to education, the UN System works to prevent a backwards slide, such as in **Latvia** and **Thailand** where preventive education is being offered on HIV/AIDS and drug abuse.

Girls' Education

Girls education is a priority issue for the UN, designated as one of two of the Secretary-General s special initiatives. In response, The UN Girls Education Initiative (UNGEI) was launched in 2000. Nearly 40 countries reported working on EFA activities and approximately 35 addressed issues relating to girls education in the 2001 reports. Eight countries reported follow up to the Beijing +5 World Conference on Women, where closing the gap in primary and secondary education by 2005 was agreed on as a target. In the two years since the establishment of the UNGEI, collaborative efforts in education have taken place in several countries. In **Peru**, 25 institutions from government, civil society and international organizations including the UN are participating in a national network of education for rural girls. One result of this collaboration is the unanimous approval in Congress of a law for promoting girls education. In **Indonesia**, a joint UNESCO-UNICEF-government programme of Creating Learning Communities and Child-Friendly Schools for Children was piloted in 124 schools reaching some 18,848 pupils and 868 parents involved in parents-teachers associations.

In **Nepal**, an inter-agency task force on Joint Advocacy and Communication mapped UN projects related to girls education, making it possible to identify areas for joint activities and make better use of partners for joint UN advocacy. From this a comprehensive UN advocacy strategy on girls education was developed and piloted. The **Egypt** country team is providing technical assistance to the

National Council for Childhood and Motherhood for the preparation of a National Plan on Girls Education. Other countries reported activities such as developing strategy papers on girls education, school feeding programmes, and awareness raising efforts. A WFP school-feeding program in **Tajikistan** targeted 293,000 school children during 2001-2002 with an emphasis on increasing girls attendance in secondary schools.

Regional Perspective

In Africa, key activities include provision of teaching and learning materials, and school feeding programs in **Chad, Eritrea, Ghana, Haiti, Kenya, Malawi, Niger, Rwanda, Senegal, Sierra Leone, Tanzania,** and **Uganda**. Some countries report the strain that HIV/AIDS is placing on the education system, and are working to incorporate this topic into educational programming (**Botswana, Mozambique, Tanzania, Zambia**). Other countries are targeting special groups of children that are out of school or in situations of civil strife. For example, the team in **Zambia** collaborated closely with government and communities to benefit 100,000 children without formal education opportunities; and an initiative in **Sierra Leone** increased primary school enrollment by 70,000 students in 2001 through the re-opening of 130 schools in former rebel-operated areas. In **Madagascar**, a joint education programme was put in place in four provinces, addressing the fundamental right to education and instruction for children and adolescents.

In Arab States, common country team initiatives included school feeding (**Djibouti, Sudan**), guidebooks for teachers, and curriculum improvement (**Bahrain, Lebanon**).

In Asia, country teams addressed school infrastructure and created a positive environment for learning, including enhanced school-based management and community involvement (**India, Indonesia, Myanmar, Pakistan, Thailand**), intersectoral initiatives (**Nepal, Viet Nam**), and public forums on education (**China**). **Pakistan** reports conducting teacher s training, including capacity building for female teachers, and a strategy to enroll girls in schools that previously enrolled only boys. A critical mass of 40 trainers has been created in the area of quality education, and the team notes a measurable increase in the number of girls enrolling at the primary level.

In Europe and the CIS, the primary focus is on displaced and refugee children, as well as those with special needs (**Armenia, Belarus, Kyrgyzstan, Moldova**). **Kyrgyzstan** employs education radio programs and provided 50 school kits to 2000 Tajik refugee children to help them integrate into regular

Basic Education in Lebanon

The country team in Lebanon has helped to support a vision of basic education that has gained widespread acceptance at the national level. Achievements include:

- Improved functioning of the Education Management Information System;
- Three Learning Resource Centers established in South Lebanon to develop computer skills among teachers and students;
- School health programme objectives achieved, including introduction of environmental and health education and training of teachers;
- 30 school clubs launched in primary schools;
- Children with special needs encouraged and integrated into the education system through a comprehensive participatory process involving more than 300 stakeholders from government and civil society. services to increase efficiency and reduce costs.

UNESCO, UNICEF, UNDP, WHO, the National Centre for Education Research and Development, and other public sector and civil society stakeholders are working together to further these education issues.

classes. In **Latvia**, UN agencies have taken an active role to promote sub-regional cooperation by organizing the sub-regional conference Education for All in the Baltic Sea Countries, and a Baltic regional EFA conference.

In Latin America and the Caribbean, teams focus on issues of indigenous and bilingual learners (**Guatemala, Panama, Paraguay, Venezuela**), rural poverty, and deteriorating situations. Teams in **Colombia** and **Cuba** attest to a renewed focus on primary school enrollment, given economic- or conflict-based crises. The National Program on Education in **Guatemala** incorporated almost 300,000 girls and boys in primary and pre-primary education in the past five years. In **Chile**, the UNESCO-led education theme group organized a national dialogue with more than 70 representatives of diverse education system institutions and organizations.

Challenges

The HIV/AIDS pandemic has crippled the education system in **Zambia**, due to the large number of infected teachers and administrators. Another team notes the difficulty of overcoming the opportunity cost of children not working in a culture of poverty. In contrast, countries that have achieved high enrollment in primary education note ensuring quality and equity in schooling as the most critical challenge. China reports a need for advocacy on the appropriate use of Informational Communication Technologies for distance education in basic education, while other teams cite the lack of participation in theme groups and poor response from or limited coordination with government as reasons for slowed progress.

Creating Healthy Schools

The FRESH Partnership (Focusing Resources on Effective School Health) was created to change the way communities and governments address health issues and their effect on education. Developed by UNAIDS Cosponsors (UNICEF, UNESCO, WHO and the World Bank) and launched at the Dakar World Education Forum in 2001, FRESH helps school systems in low- and middle-income countries overcome health problems that interfere with teaching and learning. FRESH programmes are being developed in more than 30 countries in Africa, Asia, the Caribbean and Central Asia. In Eritrea, for example, the national Department of Education has selected 20 primary and secondary schools for enhanced school health activities, notably for the prevention of HIV/AIDS and related discrimination. A total of 200 teachers will also receive comprehensive school-health training.

GOAL
3

PROMOTE GENDER EQUALITY AND EMPOWERMENT OF WOMEN

Eliminate gender disparity in primary and secondary education preferably by 2005 and to all levels of education no later than 2015.

In poverty-stricken countries, women and girls are frequently among the most vulnerable, and without primary and secondary education they often have little opportunity to break the cycle of poverty. Without an education, opportunities are limited and the consequences severe. For example, poor girls can be set back even further by adolescent pregnancies, unemployment, living on the street, child prostitution, child labor, HIV/AIDS, and drug abuse.

Global Perspective

One hundred eighteen annual reports addressed the issue of gender equality and women, with 64 country teams supporting a theme group on this issue. While the MDG in this area specifically targets eliminating the gender disparity in primary and secondary education, the majority of country teams reported on a much broader array of projects and programmes for empowering women. This may be, in part, because much of the work country teams do in the area of girls education can be covered under the education MDG.

While numerous activities were cited in the reports, there was less inter-agency collaboration in this area than for some of the other goals. More emphasis was placed on information collection and awareness raising than on activities reported with concrete results. This could be due in part to the difficulty of addressing highly sensitive issues such as domestic violence, sexual exploitation, and Female Genital Mutilation (FGM). However the issue of women s rights and gender equality an issue that directly impacts half of the world s population is so at the core of poverty reduction that greater effort to collaborate on this issue should be sought.

Forty-six teams reported government taking an active role to address gender issues, and in 34 countries, government has elaborated or updated the National Strategic/Action Plan with a gender perspective. Capacity building for government is an area on which many country teams are focused. As part of a larger gender framework for activities, UNDP and UNIFEM in **Moldova** developed leadership training focused on a gender-sensitive culture that was organized for 40 employees of local administrations and 40 local politicians who planned to run in the forthcoming local elections. The gender program received strong support from government and civil society, and generated considerable interest from donors, particularly Sweden, which has provided funding for gender-related initiatives under this framework. In **Malaysia**, the country team conducted a seminar for 152 women parliamentarians on the issue of HIV/AIDS, violence against women and reproductive health. The goal was to empower women leaders to take action to improve the lives of women. The **Yemen** country team UNDAF identifies gender equity, with a special attention on rural areas, as one of three priority areas.

While ten countries report that governments adopted gender-based legislation in 2001, others note the disappointing non-conformity of national policies regarding ratified international conventions, such as the Convention on the Elimination of All Forms of Discrimination Against Women. (CEDAW).

Thirty-six country teams reported using a gender perspective when developing or contributing to data collection activities in areas such as capacity assessment, food security, microcredit, migration, poverty, trafficking, and violence. In some cases, the findings are being used as a baseline for MDG monitoring/reporting or implementing various national projects.

Regional Perspective

In Africa, violence against women was a focus in several countries (**Botswana, Burundi, Democratic Republic of Congo, Ethiopia, Malawi, Mozambique, Sierra Leone, Togo, Uganda**). In **Togo**, the team trained para-jurists,

security forces, and conducted awareness raising campaigns in social centers and with traditional chiefs. The trafficking of women was a focus in **Ethiopia**, while in **Namibia** the team ensured procurement and distribution of over 200,000 female condoms, thus giving women greater control over disease protection. In **Sierra Leone**, UNFPA, UNICEF and WHO, in collaboration with national NGOs, addressed Sexually Transmitted Infection (STI) issues. Several countries reported on microcredit projects, such as **Cameroon** and **Uganda**. In **Rwanda**, UNDP, UNIFEM, the Economic Commission for Africa and the World Bank worked to engender the process of drafting the Rwandan Constitution, due to be completed in 2003, by providing technical, financial, and logistical support including a technical paper and a memorandum on gender concerns. Female Genital Mutilation and AIDS were also key topics for a number of countries. Anti-FGM education in **Kenya**, for example, included awareness-raising training for 29 local level coordinators and 19 journalists.

In Arab States, various agencies in **Djibouti** worked together to review the family code, implement microcredit programs, develop strategy plans for gender integration, train nations in gender issues, and strengthen the capacities of the Ministry of Women. 600 women now have access to microcredit, and the number is expected to increase to 3,000 in the next two years. Several teams addressed gender mainstreaming in government programmes and plans, such as **Jordan, Morocco,** and **Lebanon**. **Lebanon** worked to develop gender focal points throughout the public administration and to prepare gender profiles. In **Algeria**, gender projects included creation of national and international NGO networks for violence prevention, strategic planning for the inclusion of gender issues in politics and public programs, integrating a gender perspective into the development process, and information-gathering on the condition of women within the family.

In Asia, **India** took part in gender sensitization in data collection for the 2001 census as well as the Tenth Five Year Plan. In **Pakistan**, UNICEF has taken the lead in agencies efforts, including working for Women s Empowerment in 60 districts,

Mainstreaming Gender

Theme Groups: Sixty-four country teams have a theme group focusing on gender or gender-related issues, the second most prevalent theme group (next to HIV/AIDS) in the UN System. ***HIV/AIDS:*** Thirteen country teams reported mainstreaming gender in their fight against HIV/AIDS. ***CCA/UNDAF/PRSP:*** Twenty country teams elaborated or updated their CCA and UNDAF with regards to gender, with more than half of these in Africa. Seven teams reported mainstreaming gender in their PRSPs.

addressing violence and women s economic and political participation (including mobilizing thousands of women to fill 33% of seats in local elections), and the skills development and social mobilization of girls and adolescents. In **Bangladesh**, the country team prepared and implemented a National Action Plan following the Beijing Platform of Action. In **Thailand**, UNIFEM, UNDP, ESCAP, UNCHS, and ADB are using the promotion of the Convention on the Rights of the Child (CRC) and CEDAW to sensitize political leaders and communities for gender equality. In **Viet Nam**, a UNIFEM/UNDP/UNIFEM Trust Fund project on combating domestic violence involved studies and awareness building with the Ministry of Justice, police, the Viet Nam Women s Union and reporters. Work also focused on trafficking in the Mekong subregion and an Entrepreneurship Development Programme for women in food processing in central Viet Nam.

In Europe and the CIS, the trafficking of human beings was a primary issue. The collective influence of UN agencies in **Belarus** furthered the government s adoption of a comprehensive programme to prevent prostitution and the trafficking of human beings. **Tajikistan** reports completing a study on trafficking by UNIFEM and the OSCE that has caused top officials to become aware of the existence and extent of trafficking in the region. In **Moldova** UNDP and IOM supported the creation of the Center for the Prevention of Trafficking in Women. Some of the most significant activities of

this project were led by a women s legal NGO with UN support, included the creation of a trafficking hot line, public awareness campaign, and a quarterly journal for governmental organizations. The project also put in place a system of regular coordination meetings with government officials and representatives of law enforcement institutions.

In Latin America and the Caribbean, violence against women, particularly domestic violence, is a pressing issue. **Honduras** reports strengthening networks of local women to prevent intra-family violence; **Uruguay** notes greater dialogue between civil society and government as a result of work by their theme group on gender; **Haiti** reports a number of initiatives in this area but assesses that they had little or no impact because of political instability and worsening living conditions.

Challenges

Gender goals face a significant number of challenges according to country teams. Teams report cultural norms, regional restrictions, disinterest by government, and little representation of women in decision making institutions as constraints to furthering gender issues at country-level. Specifically, **Sri Lanka** notes the need to change the general perception that women s rights are only the responsibility of the Ministry of Women s Affairs to an understanding that gender issues should be mainstreamed in all development efforts. **Chad** reports a lack of comprehension of women s rights; **Kenya** and **Morocco** note strong resistance from conservative lawmakers who see gender-based legislation as culturally disruptive; **East Timor** says gender is not perceived as a priority issue in the society.

Motivating Change through Cultural Advocacy

Eleven country teams used media as an instrument for gender advocacy. In countries such as Burundi, China, Jamaica, Kenya, and Tajikistan national TV or radio were used to raise consciousness and target a wide population. In Azerbaijan a locally developed film produced through UNDP/UNFPA, entitled Hotline, tackled the complicated issues of gender and domestic violence. It was translated and made publicly available as a video. Teams report that such initiatives generally have significant impact due to their use of local artists and the national language, as well as the novelty of the medium. In Belarus, Ethiopia, Iran, Jordan, and Uruguay country teams used more traditional media, such as booklets and posters, to disseminate information on gender issues.

GOAL 4

REDUCE CHILD MORTALITY

Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate.

Despite progress, child mortality remains a major concern in the developing world. The latest figures show that one out of twelve children will die before age five, almost all from preventable causes. Children live without access to immunization, good nutrition, sanitation and clean water, exposing them to a myriad of diseases and holding back human and economic development.

Global Perspective

Over one hundred country teams reported on efforts to reduce infant and child mortality rates in 2001, compared with less than 50 that reported in this area the year before. Eighteen countries have working groups or theme groups addressing this issue. Reports show that countries in every region are undertaking UN initiatives in several common areas: Integrated Management of Child Illnesses (IMCI), Global Alliance for Vaccines and Immunization, and Baby-Friendly Hospitals.

Country team activities encompass several key initiatives to improve childhood health and nutrition. Virtually universal, especially in Africa and Asia, is vaccinating and immunizing children against common diseases. Nutritional supplementation, particularly Vitamin A, iron and folate, is commonly reported, as is the provision of essential medication, equipment and prenatal care services.

Country teams are using public information activities to convey critical information on breast-feeding benefits, clean birth delivery practices, hygiene, food safety, family planning and mosquito net usage, as well as capacity building activities to train health staff. Many countries are performing surveys and studies on the issues affecting local communities, such as a study of trends in school health services in **Bahrain**, nutrition in **Somalia**, information management systems in **Latvia** and the **Ukraine**, and disease surveillance in **Albania, Botswana, India, Myanmar** and other countries.

Regional Perspective

In Africa, health problems ravage the young more than in any other region. Country teams reported wide-spread activities in this area, including immunization and nutrition campaigns and water/sanitation/hygiene projects (**Rwanda, Swaziland**). HIV/AIDS programs are addressing areas such as mother-to-child transmission (**Botswana**) and support of orphans (**South Africa**). In **Namibia**, 170 primary health care workers were trained nationwide on IMCI and supply, distribution and application of drugs for child illnesses. In **Swaziland**, WHO, UNICEF, the Ministry of Health and Social Welfare and DFID provided technical assistance to a special initiative taken by the sugar industry to fortify sugar with Vitamin A. In **Sierra Leone**, an Emergency Health Task Force chaired by government and including UNICEF, WHO, UNFPA, and health sector NGOs contributed to a 46% increase in the availability of primary health care by reopening peripheral health units and reestablishing immunization services. The percentage of fully immunized children increased from 34% to 42% in the country. In the **Republic of Congo**, the Health Ministry, WHO, UNICEF, WFP, and other agencies combined efforts in polio vaccination. More than 600,000 children were vaccinated against polio with vitamin A supplementation. National coverage is now at 100%. No cases of polio have been declared in the Republic of Congo since spring, 2001, as opposed to 43 cases during the same period in 2000. Refugee children living in the Republic of Congo were also vaccinated.

In Arab States, initiatives include health and food safety, disease control, and particularly immunizations. Coverage is over 90% for children under five years in many countries, with polio, measles and neonatal tetanus nearly eradicated. The infant/child mortality rates were reported to have dropped in some countries (**Bahrain, Syria, United Arab Emirates**).

In Asia, coordination activities are making vaccines available in **Indonesia** through an Inter-Agency Cooperation Committee chaired by WHO and

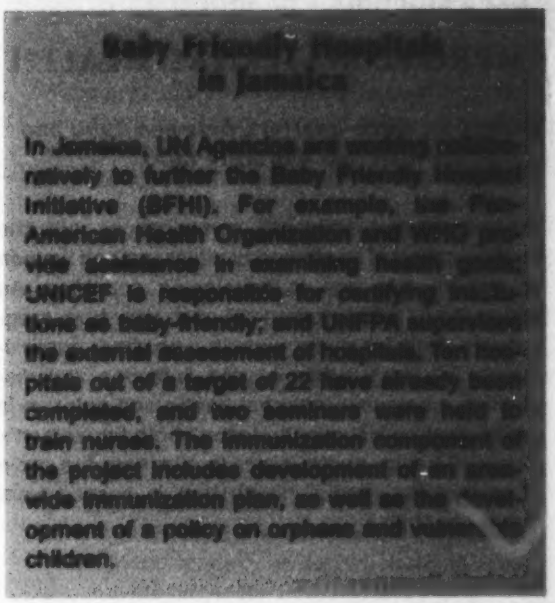
including government and all major donors, and in **Myanmar** through the work of WHO and UNICEF. Child labor projects are a focus in **India** as well as **Nepal**, where UNDP, UNICEF and WFP are addressing this issue under ILO leadership.

In Europe and the CIS, the UN agencies are organizing training and joint meetings with pediatricians and government representatives in the department of pediatrics (**Albania, Armenia**). **Georgia** and **Kyrgyzstan** are addressing ways to best communicate and monitor health issues nationwide through a task force on health communication including UNICEF, UNFPA and WHO in Georgia, and interagency cooperation between UNICEF, UNFPA, WHO and the Ministry of Health in **Kyrgyzstan**. In **Kazakhstan**, the continuation of a 1999 joint project on IMCI has led to project expansion from the capital Almaty, to Karaganda and Kyzylorda, and an IMCI Center has been established at the Scientific Research Institute of Pediatrics and Children s Surgery in Almaty.

In Latin America and the Caribbean, UN initiatives are working to reach mothers and children in the worst affected areas. In **Nicaragua**, the country team is providing support to the government s national action plan in this area, and child mortality has been reduced. In **Guatemala**, a newly formed inter-agency group including participation of WHO, UNICEF, WFP, and UNFPA, and in coordination with GTZ, USAID and Plan International, is addressing child health initiatives including immunization, weight control and nutrition, while other countries trained medical personnel or community members (**Paraguay, Venezuela**).

Challenges

Poverty itself is a significant stumbling block to a number of country teams efforts to fight child mortality. For example, increased poverty in recent years has negatively impacted child mortality rates in **Colombia** and **Peru**, and another country team reported that it is difficult to decrease child mortality without an improvement in the country s economic situation. Lack of government capacity, poor sanitation due to impassable roads, uneven development between rural and urban areas, vitamin deficiencies, and data discrepancies between the UN and government were other challenges reported by country teams.



GOAL 5

IMPROVE MATERNAL HEALTH

Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio.

Pregnancy and childbirth complications are the leading cause of death and disability among women of reproductive age in developing countries. An estimated 515,000 women die each year from pregnancies, and for every woman who dies, approximately 30 more suffer injuries, infection and disabilities. Improving maternal health and nutrition is a vital goal for UN country teams, both for women s own well-being, and in order to eliminate the cycle of malnutrition and ill-health that is passed from mother to child.

Global Perspective

Over one-hundred country teams reported on activities regarding maternal health, compared with less than 75 countries that reported efforts to reduce maternal mortality and addressed reproductive health services the year before. Roughly twelve of these countries convened theme groups in this area.

Country teams are building public awareness in areas of maternal health and family planning, safe-motherhood, HIV and Sexually Transmitted Infection, malnutrition, counseling services to pregnant women, and breast-cancer awareness. Special attention to adolescent girls is a priority for several countries.

Teams provided specific services in many areas including maintenance of integrated health centers; purchase of ambulances, radio, and blood bank upgrading; distribution of contraceptives and maternal equipment, and provision of essential drugs and equipment.

Regional Perspective

In Africa, teams are addressing regional issues such as the provision of maternal health care in refugee camps in **Rwanda**, harmful traditional practices, including support by WHO, UNICEF and UNIFEM in **Senegal**, and awareness raising of HIV/AIDS transmission from mother to child (**Malawi, South Africa**). Food distribution and nutrition initiatives are taking place throughout the region (**Burkina Faso, Chad, Democratic Republic of Congo**). Some countries are using the media to deliver key messages through radio and TV programmes (**Chad**), or press conferences on the transmission of HIV/AIDS in **South Africa** with the collaboration of UNAIDS, UNDP, UNFPA, UNIC, UNICEF, UNODCCP, ILO, WHO, the World Bank and the Department of Health. **Nigeria** is using Women and Child Friendly Health Services in six zones and health facilities are being revitalized in over 300 communities.

In Arab States, a joint project between UNFPA, WHO and UNICEF addresses the procurement and delivery of medical supplies for over 400 public health facilities and hospitals across **Somalia**. **Lebanon** worked on the development of standardized quality of care tools and provision of quality reproductive health services nationwide to 430 health dispensaries, with collaboration by UNFPA, WHO, UNICEF, Ministries of Public Health and Social Affairs, and a number of NGOs. **Sudan** worked on reproductive health awareness and capacity building for midwives and regional clinic staff.

In Asia, country teams report health care reforms (**China**), training and capacity building for health staff (***East Timor, India, Myanmar***), and various initiatives to improve maternal and adolescent health and awareness, address Sexually Transmitted Infection issues, and provide guidelines for health and counseling. **India s** work on safe motherhood is incorporating collaboration by UNICEF, UNFPA, WHO, Columbia University, and other bilateral agencies.

In Europe and the CIS, several teams are working to improve women s health facilities, such as in **Kosovo**, where UNICEF, WHO and UNFPA are collaborating to upgrade maternity wards and train staff. In **Moldova**, UNICEF, funded by the Japanese Government, purchased equipment for

ante/post-natal care and trained 1,240 professionals, and WHO facilitated a workshop on the use of ultrasound. Project assessments show a decrease in perinatal mortality in four out of six districts in **Moldova**, as well as decreases in maternal mortality in **Armenia**. In **Moldova**, WHO together with UNICEF and the World Bank began implementing a global Making Pregnancy Safer initiative. Moldova is one of ten pilot countries worldwide. The respective 2-year project, which is yet at an early stage of implementation, is aimed at optimizing international (mostly UN) collaboration in the field and at improving coordination for more efficient fund raising and achievement of a tangible impact on women and children s health status.

In Latin America and the Caribbean, teams are addressing laws that affect women s health, such as in **Guatemala**, where the Social Development Law was approved by government, civil society and the church, with the assistance of UNFPA, and in **El Salvador**, where laws were established for the application of reproductive and sexual health insurance with support of the UNAIDS theme group. Special attention is given to improving awareness of HIV/AIDS and Sexually Transmitted Infections in situations of poverty, such as in **Bolivia** and **Uruguay**, and training was provided for pregnant women in the identification of risk factors in **Paraguay**, with support from several agencies, Ministries of Health, and NGOs. In **Honduras**, the Interagency Committee of Maternal Mortality Reduction assisted government with the elaboration of the National Plan of Maternal Mortality Reduction as an instrument to coordinate the strategies to reduce and prevent deaths in the country.

Challenges

Lack of government attention and/or UN vision to address maternal mortality was reported as an obstacle by a number of country teams. Other teams reported the following challenges: deficiencies in health care facilities, limited post-natal medical knowledge, under-resourced governments, and restraints to health-care reform given the economic and political situation.

Improving Reproductive Health Conditions in Cambodia

The Cambodia country team is assisting government to improve reproductive health conditions through the provision of affordable, sustainable and user-oriented reproductive health care services and by integrating these services into the health care system. The UN provided technical advice and financial support to facilitate government policy-making and develop a Safe Motherhood Strategy, protocol, and guidelines for referral hospitals and health centers. The following results were reported: 44 midwives were trained in 2001; traditional birth attendants were trained in six provinces by linking them with health center midwives; and technical advisors were provided to improve technical knowledge and managerial skills at the National Reproductive Health Programme office, three regional midwifery training centers, and six provincial health directorates.

GOAL 6

COMBAT HIV/AIDS, MALARIA AND OTHER DISEASES

1. Have halted by 2015, and begun to reverse, the spread of HIV/AIDS.

2. Have halted by 2015, and begun to reverse, the incidence of malaria and other major diseases.

The scale of the AIDS crisis now outstrips even the worst-case scenarios of a decade ago. Around the world, an estimated 5 million people became infected with HIV in 2001, 800,000 of them children. Over the next decade, without effective treatment and care, they will join the ranks of the more than 20 million people who have died of AIDS since the first clinical evidence of HIV/AIDS was reported in 1981. It is equally clear that the vast majority of people (including those living in countries with high national HIV prevalence) have not yet acquired the virus. Enabling them to protect themselves against HIV, and providing adequate and affordable treatment and care to people living with the virus, represent two of the biggest challenges facing the UN, and humankind, today.

Two major HIV/AIDS-related events occurred in 2001. First, the new political momentum to combat HIV culminated in June 2001 when the membership of the United Nations met in a Special Session of the General Assembly to agree on a comprehensive and coordinated global response to the AIDS crisis. The members adopted a powerful Declaration of Commitment, and reaffirmed the pledge (made by world leaders in their Millennium Declaration) to halt and begin to reverse the spread of AIDS by 2015. The Special Session s Declaration of Commitment, adopted unanimously, now serves as a benchmark for global action. Its targets and goals provide the world with a basis for effective political action and a yardstick for accountability.

Second, the Global Fund to Fight AIDS, Tuberculosis and Malaria was established. The idea of an international funding mechanism to combat these diseases grew out of a series of high-level conferences and was proposed by the UN Secretary-General. The Fund was unanimously endorsed during the Special Session on HIV/AIDS and by the end of 2001 $1.3 billion had been pledged. The Fund is a public-private funding mechanism, and complements existing UN initiatives to combat these illnesses.

Though the MDG in this area addresses diseases other than HIV/AIDS, such as tuberculosis and malaria, the vast majority of country reporting covered the AIDS pandemic.

Global Perspective

The UN s work on HIV/AIDS originated in 1996 with the creation of the Joint United Nations Programme on HIV/AIDS (UNAIDS) and its operations at country-level through the Resident Coordinator System. The UN Theme Group on this issue was to be composed of the head of each UNAIDS cosponsor at country-level, with its purpose being to facilitate coordinated UN action in support of national efforts to combat the disease. Expanded theme groups serve as technical or policy forums for information sharing, advocacy, joint programming, and facilitating partnerships and coordination.

One hundred twenty four countries reported on work in the area of HIV/AIDS. By the end of 2001, UN Theme Groups on HIV/AIDS were operational in 119 countries. Increasingly, theme groups have been involved in national strategic planning on HIV/AIDS, many following the fundamental approaches endorsed by the Special Session on HIV/AIDS. Detailed assessments in several countries point to the potential for theme groups to mobilize resources and foster partnerships, with expectations especially high from civil society and grassroots organizations. The lack of capacity to absorb increased resources allocated for HIV/AIDS, while posing challenges, is not a reason to delay increasing activities in countries expressing commitment to an expanded response. Consistent too with its neutral platform, the UN System is seen in many settings as well placed to facilitate or promote policy dialogue, especially on sensitive issues. For example, in situations where

the State maintains tight control over society, HIV/AIDS has served as an excellent entry point for the UN to discuss larger questions of development assistance with governments.

Examples of effective theme group activity include **Zambia s** Expanded Theme Group on HIV/AIDS, comprised of all heads of resident UN agencies and 14 bilateral missions. This group established a multi-sectoral partnership between donors, government and civil society, and is advocating for the creation of a multi-sectoral National AIDS Council. Also of note, the **Pakistan** UNAIDS theme group designed a comprehensive programme to address the needs of sex workers. The programme includes building negotiation skills of sex workers with their clients and strengthening preventative behavior.

Regional Perspectives

In Africa, HIV/AIDS is the dominant development challenge for many countries and a number of teams report taking cross-cutting and multi-sectoral approaches to combating the pandemic. Approximately a dozen country teams reported mainstreaming an HIV/AIDS perspective into their projects and programmes in areas of gender and violence against women, education, food security and nutrition, labor, and agriculture. **Mauritius** promoted human rights as an ethical framework to respond to HIV/AIDS, and **Zambia** used HIV as a cross-cutting issue in their UNDAF.

Additionally, **Malawi** implemented a grant management mechanism to ensure effective and efficient disbursement of resources to district and local communities; **Burundi** established a National Network of people living with HIV/AIDS (PLWHA); UNAIDS, UNESCO and AFRICARE jointly developed two movies on HIV for youth audiences in **Rwanda**; and **Namibia** reported substantial progress to jointly develop proposals, and advocate collectively with the government to further HIV/AIDS prevention and care activities.

In Arab States, despite low levels of HIV/AIDS overall, a recent influx of refugees and migrant workers has caused concern in this area, requiring an integrated UN response. The HIV/AIDS theme group in **Djibouti** supported government participation in regional conferences, hosted in collaboration with UNIFEM, UNAIDS, and the Inter-Governmental Authority on Development (IGAD), and addressed strategies to integrate gender concerns into HIV/AIDS policies and programmes; **Egypt** produced an action plan for inter-agency collaboration on drug abuse and HIV/AIDS; and in **Sudan** HIV/AIDS advocacy activities were mainstreamed into many of the country team s programmes and humanitarian assistance operations.

Lebanon designed a youth campaign involving religious leaders, local communities, schools, local NGOs, youth associations, universities, public and private sectors, and UNFPA, WHO and UNICEF. The campaign offered innovative approaches to information dissemination, such as mobile theater, educational games, music and songs, counseling, and movies. The event received extensive media coverage, spreading the HIV/AIDS messages even further.

In Asia, **Cambodia** engaged in an extensive strategic planning process with the UN, government and development partners, leading to a greater understanding of the development implications of HIV/AIDS. As a result, the team chose to focus their HIV/AIDS efforts on capacity building and institutional development. In **China**, a joint seminar on strategic planning was held resulting in a joint strategy on condom promotion to link family planning and AIDS prevention. The UN System in China also helped organize the first National AIDS Conference and the Concert on World AIDS Day, which raised public attention and acceptance of the disease. For the first time, people living with HIV/AIDS were involved in these events as an important step to remove the stigma of having HIV/AIDS. In **Malaysia**, UNFPA, UNDP, WHO, and UNAIDS and the Asian Forum of Parliamentarians on Population and Development collaboratively helped sensitize women leaders on issues affecting women and HIV/AIDS, violence against women and reproductive health. This resulted in healthy dialogue among women leaders and NGOs on national policies regarding women and HIV/AIDS, new ideas and commitments for future initiatives.

In **Thailand**, the UN Inter-Agency Working Group on Human Trafficking — bringing together expertise

from ILO, UNICEF, UNDP, IOM, ESCAP, UNESCO, UNAIDS and civil society organizations — initiated a highly innovative, inter-agency support programme to use GIS-based, geo-cultural mapping to identify and track the cultural vulnerability of social groups, specifically women and children from ethnic minorities. The results informed a wide range of UN and government programmes including: citizen registration, human trafficking, HIV/AIDS prevention, and work to combat the illicit drug trade.

In Europe and the CIS, the **Latvia** team s integrated approach to reaching youth at risk is seen as a model for replication; the World Bank used the guidelines and action plan developed by **Romania**'s Working Groups on Sexually Transmitted Diseases for one of their projects; and **Yugoslavia** reported active coordination and cooperation on HIV/AIDS among UN agencies, government, and NGO partners.

In Latin America and the Caribbean, Candle-light ceremonies were held in **Chile** to raise awareness of HIV/AIDS; **El Salvador** and **Honduras** report efforts to negotiate price reductions for anti-viral drugs; the **Peru** team provided sexual education training for nearly 200 teachers; the regional theme group in **Trinidad and Tobago**, **Surinam** and **Aruba** provided support to a national strategic planning process on AIDS resulting in an expanded, multi-dimensional approach to the pandemic; and **Uruguay** implemented two collaborative programmes addressing vertical transmission and labor accidents, and HIV and drug abuse.

In **Haiti**, WHO, UNFPA, and UNICEF worked with the government to develop an annual action plan to strengthen the National Health System, reduce mother-to-child transmission, and purchase and distribute condoms and other essential medicines, which were channeled through government institutions and NGOs working in slum areas. The HIV/AIDS theme group formulated a Transitional Plan, a Strategic Plan for the next five years, and HIV/AIDS advocacy-based activities. Four projects were submitted and funded through the UNAIDS Project Accelerating Facility.

ACT NOW to fight HIV/AIDS

Building on their CCA and UNDAF, the country team in **Ukraine** designed a joint programme, entitled ACT NOW, to support implementation of the National Programme on HIV/AIDS. This programme brings together the comparative advantages of five UN agencies in a common effort to head off an HIV epidemic in the country. This joint approach has served as a model for another joint programme on nuclear safety in the Chernobyl region.

As part of this programme, the country team organized a high profile 3 kilometer run/walk entitled, The Race for Life, as an awareness and advocacy event. The public response was far greater than expected, drawing thousands of participants including ambassadors, pop stars, senior officials and youth. The event heightened awareness of the issue and compassion for those infected. Funds raised through participation fees were used for much needed support for an AIDS clinic in Kiev.

Reaching Across Borders

Understanding AIDS as a human security concern has brought home to governments the message that AIDS is truly a global problem requiring a global response. Political commitments are being made not just at the national, but also at the regional level — particularly in Africa. The International Partnership against HIV/AIDS in Africa is harnessing the strengths of its five stakeholder groups (governments, bilateral donors, civil society, the private sector and the United Nations System) to advocate enhanced, coordinated efforts to fight the disease. The Partnership — including eight United Nations System agencies and organizations —encourages the creation of inclusive partnership forums at the country-level, and has been instrumental in continent-wide events such as the African Development Forum s discussions of AIDS in 2000, and the Abuja Summit in 2001, where the UN Secretary-General called for the creation of a global fund to fight AIDS and other infectious diseases.

Challenges

Only 20 percent of theme groups currently have a UN Integrated Workplan on HIV/AIDS, though most of the others are developing one. Most theme groups recognize the benefits of joint planning, but they also express concerns about different programme cycles, lack of knowledge of different agencies mandates, even different understandings of the concept of integrated planning, and lack of a common vision.

Theme groups should serve as a bridge between the UN and government, and this is an area where the UN can continue to make gains. The involvement of civil society can also be increased. A key challenge, however, to coordination with HIV/AIDS theme groups is the need for partners to be committed to working with particularly vulnerable populations, including drug users, sex workers and people living with HIV/AIDS.

Teams report needing more trained counselors, a designated AIDS focal point from each agency, and better monitoring and reporting of HIV. Some governments still resist developing a national strategy to address HIV/AIDS, while others outright deny the existence of the disease. Other teams report that a lack of awareness about HIV/AIDS among NGOs, government and donors has hindered programme development. One team felt that some UN plans in this area were just too ambitious and not realistic.

GOAL 7

ENSURE ENVIRONMENTAL SUSTAINABILITY

1. Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.

2. Halve, by 2015, the proportion of people without sustainable access to safe drinking water.

3. By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers.

The protection and sustainability of the environment, from natural resources to urban communities, is one of the broadest areas of work for UN country teams. Currently, over one billion people lack access to safe water supplies and almost 2.5 billion people do not have access to adequate sanitation. More than two million people in developing countries die each year from diseases associated with unsafe drinking water, inadequate sanitation and poor hygiene.

Global Perspective

Nearly 100 country teams report taking action on environmental issues, up from more than 50 teams in 2000. Twenty countries report convening theme groups in this area.

Environmental activities are exceptionally diverse and address issues such as drought and desertification, greenhouse gas emissions, biological diversity, climate change and global warming, degradation of natural resources and marine environment, as well as actions to address illicit crops, water quality, sanitation, indigenous species and fisheries. Several teams note the cross-cutting aspect of environmental work, particularly in relation to poverty-reduction. Many UN country teams are stressing community environmental initiatives that put emphasis on local actors, whose access, control and management of resources is critical for ensuring environmental stability.

Though the MDG on environment specifically targets safe drinking water, slum dwellers, and sustainable development initiatives, country teams reported on a much broader array of activities. Initiatives include training, public information and awareness building, mobilization around international conference goals and forums such as Rio + 10 and the Montreal Protocol, legal arrangements, microcredit programmes, and specific environmental concerns such as reforestation. Some country teams stressed the importance of a grassroots approach in this area, such as in **Mauritius** where an IFAD, government, UNDP, GEF partnership provided small-scale irrigation systems to community-based farms. This improved sustainable livelihoods and quality of life, especially for women who were freed from manually carrying water from the wells to the plantations.

Nearly 30 countries reported working on safe drinking water and related water-use activities in conjunction with governments. The Nile Basin Initiative in **Sudan**, including FAO, IUCN (World Conservation Union), UNDP, and the World Bank, is developing a policy to regulate the use and sharing of Nile water in the Nile basin countries.

While country teams did not report specifically on improving the lives of slum dwellers, seven country teams reported initiatives in the area of urban development. For example, WHO, UNICEF and FAO in **Mauritania** introduced a project on market gardening in urban areas.

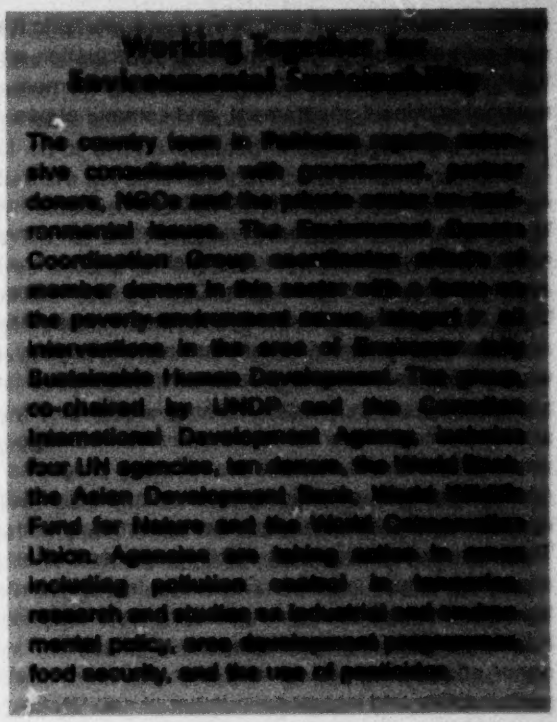
Roughly 35 countries reported sustainable development initiatives, including action to reverse the loss of environmental resources or work with sustainable development ministries. In **DPR Korea**, for example, UNDP, working in collaboration with UNEP, is playing a lead role in building government capacity to monitor, track and assess environmental conditions and trends, as well as the development of a National Sustainable Development Strategy.

Regional Perspective

In Africa, **Malawi, Mozambique**, and **Tanzania** set up legal arrangements for cooperative management of natural lake resources, while in **Malawi**, FAO, WFP, UNCDF, UNDP and the European Union worked on forestation in 14 food insecure districts. In **Benin**, a large network of agencies and national actors are supporting the growth of microenterprises reducing the utilization of greenhouse gases.

In the Arab States, in **Bahrain**, UNEP, UNDP, UNESCO, the Ministry of Municipalities and Environment, Child and Mother Society NGO, and Bahrain Women s Association all contributed to environmental sustainability through public awareness campaigns and projects. Three regional meetings on preparing for the WSSD were organized and held by UNEP, with involvement from civil societies and NGOs. Conclusions to these meetings were presented to the PrepCom and have formed the basis of the Arab Declaration to the WSSD. UNCHS and UNDP developed urban indicators that monitor the impact urban development has on the environment. **Jordan** is working to harmonize major donor/lender strategies in the environment and water sectors, and **Saudi Arabia** developed regional agreements for shared resources through the Red Sea and Gulf of Aden project, with UNEP, the World Bank, FAO, UNDP and GEF. In the **United Arab Emirates**, several environmental conferences and workshops were co-organized and attended by several agencies, targeted at strengthening national capacity and knowledge on key environmental issues.

In Asia, **Cambodia** is engaged in forestry and fishery work including dike rehabilitation, fish farm training, and tree nursery and community forestry projects. In **Iran**, awareness-raising activities by UNDP, UNICEF, and FAO on the consequences of the third-year of extreme drought raised $450,000 from the donor community. In **Myanmar**, promotion of environmental regeneration and protection in poor grassroots communities involved training for 10,000 teachers in environmental education-related teaching methods and provision of 12,200 sets of textbooks, including support by FAO, UNDP, UNHCR, and UNESCO. Environmental support plans for Sustainable Development Agendas were



developed in **Nepal** and **Pakistan**, where this helped to bring policy-making institutions closer to local realities. Several agencies are developing a plan for integrating environmental and humanitarian relief in the ecosystems of Afghan refugee households. FAO, UNDP, UNESCO and UNFPA are working with the governments of **India** and **Bangladesh** on a Biodiversity Management project in the Sunderbans World Heritage Sites.

In Europe and the CIS, **Azerbaijan** reports that the Caspian Environmental Programme, a collaboration between UNDP, the World Bank, UNEP, GEF, and the EU with growing private sector participation, remains the largest regional joint initiative. **The Russian Federation, Ukraine**, and **Belarus** undertook a joint project including UNDP, UNICEF and WHO to addresses the multi-dimensional needs of a post-nuclear disaster region. **Belarus** and **Bulgaria** are addressing energy efficiency, and **Latvia, Lithuania**, and **Moldova** have biodiversity projects underway including a US-funded, World Bank-implemented project in Moldova that involves the private and public sector and local NGOs. The team in **Albania** is increasing awareness of natural

resource management and is engaged in a significant reforestation project involving participation of WFP, the World Bank, FAO, the Italian Government, national and local government, and communal pasture associations.

In Latin America and the Caribbean, teams in **Nicaragua** and **Paraguay** are preparing or contributing reports on key issues, such as population and environment in Nicaragua. Country teams are forming new alliances with civil society, the private sector and government in **Venezuela** and **Uruguay**, where WHO is supporting national initiatives such as handling urban waste, drinking water quality, and decentralization of environmental management. **Brazil** and **Colombia** are focusing programs on the contributions of indigenous communities to improve quality of life and protect the environment. This includes addressing illicit crops and their impact on human health in Colombia. In **Suriname** the creation of the Central Suriname Nature Reserve of Trinidad and Tobago is a unique multi-donor effort in support of long-term environmental sustainability and includes a number of non-UN key stakeholders.

Challenges

In general, teams report good policy progress but implementation is slow. Institutional capacity and programme implementation and management remain the biggest bottleneck for some country teams, as well as the dominance of other partners in this area, such as regional development banks and the World Bank. Achieving results on sub-regional projects, notes the **Ukraine** country team, has been a greater challenge than national projects, since obtaining consensus among various governments has not been easy. The team feels this is a unique niche that the UN can fill — bringing nations and people together to address common issues related to shared natural resources.

GOAL 8

DEVELOP A GLOBAL PARTNERSHIP FOR DEVELOPMENT

1. Develop further an open, rule-based predictable, non-discriminatory trading and financial system (including a commitment to good governance, development, and poverty reduction).

2. Address the special needs of the Least Developed Countries.

3. Address the special needs of landlocked countries and small developing island states.

4. Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term.

5. In cooperation with developing countries, develop and implement strategies for decent and productive work for youth.

6. In cooperation with pharmaceutical companies, provide access to affordable, essential drugs in developing countries.

7. In cooperation with the private sector, make available the benefits of new technologies, especially information and communications.

Global partnership is a fundamental feature of the United Nations Millennium Declaration, which resolves to develop strong partnerships with the private sector and civil society organizations in pursuit of development and poverty eradication. Cooperation with these actors, as well as national parliaments, non-governmental organizations, multilateral foundations, local authorities, and educational institutions, provide the critical social linkages needed to realize UN development goals.

Global Perspective

This is the first year country teams were asked to report on developing global partnerships. It is an intricate goal, with seven targets and 17 indicators. Much of what is outlined in the targets and indicators are not activities that country teams can directly influence, such as ODA rates, trade and finance systems, debt sustainability, and tariff and quota free access for exports. However there are areas where country teams can move forward on this goal, such as providing training for debt management, job creation for youth, assisting governments to lobby for affordable drugs, and increasing availability of information and communication technologies.

This goal will be monitored largely at the global level, and it is not therefore surprising that few UN country teams reported much activity beyond supporting government/donor interaction and aid coordination. Though a new area for country teams to be addressing, the annual reports did provide a few innovative examples of global partnerships for development at the country level.

Regional Perspective

In Africa, through policy dialogue meetings with multi/bilateral partners, **Niger** was able to mobilize resources through the Sahel Regional Program, resulting in a powerful mechanism for political dialogue and resource mobilization. **Rwanda** reports a UNDP, World Bank, Economic Commission for Africa collaboration on ICT policy development and a plan for ICT-led economic development to bring the country into the ICT mainstream; the policy and plan were adopted by the government. In **Tanzania**, the UN country team played a key role in strengthening government/donor partnerships, with UNDP and the World Bank co-chairing the local donor groups. The UN System supported the establishment of a development gateway: www.tzonline.org, to make information about development in Tanzania more widely accessible to civil society and prevent duplication of donor funded studies. Government and donors worked together with UN support to prepare a multi-year calendar for the PRSP and national budget preparation, and to encourage donors to fit their analytical work and programme

preparation into a cycle that separated national processes and minimized transaction costs.

In ***Arab States***, the UN System is working to integrate program cycles, develop local partnerships, and increase visibility at the international level. In **Sudan**, the team has developed partnerships with various donors through the IGAD Partners Forum, Planning for Peace and the Nuba Mountain Programme. In **Jordan**, the consolidated Donor/Lender Consultation Process and its six sectoral sub-groups is a platform for increased visibility for UN activities, information sharing with major stakeholders such as the World Bank; and improved opportunities for UN fund raising activities. **Saudi Arabia** engaged in advocacy to direct Saudi foreign aid within the scope of UN millennium targets, while **Syria** increased involvement of national grassroots organizations.

In Asia, **India** launched a campaign to build wide stakeholder awareness about key principles of good urban governance. To improve sustained development cooperation between the government and donors, **DPR Korea s** Humanitarian and Development Working Group proposed a strategy to address capacity, transparency, and accountability issues. In **Nepal** the UN System participated in the OECD/DAC Review Donor Partnerships to help donors reflect on past assistance efforts and propose ways to improve their effectiveness. **East Timor** increased perception of UN agencies collaboration among donors and government.

In ***Europe and the CIS***, **Albania** facilitated governmental harmonization on national health priorities, while **Lithuania** routinely included MDGs in all advocacy events. In **Kosovo**, capacity building to the Office of Statistics was considered some of the most critical work undertaken by agencies in 2001, which will allow for better targeted interventions.

In Latin America and the Caribbean, in the context of CCA/UNDAF **Paraguay** enhanced dialogue on opportunities to increase alliances for development; a regional partnership with CARICOM (The Caribbean Community) was established by the country team in **Barbados** to influence the intergovernmental policy process and to collaborate with international development agencies in the delivery of region programmes.

The Global Compact

One particular partnership initiative underway at country-level is the engagement of the private sector in the Global Compact. The Global Compact is a value-based platform designed to promote institutional learning. It uses the power of transparency and dialogue to identify and share good practices based on nine core principles drawn from the Universal Declaration of Human Rights, the ILO s Fundamental Principles on Rights at Work, and the Rio Principles on Environment and Development. It asks the private sector to act on these principles in their own corporate domains.

UN Secretary-General Kofi Annan first proposed the Global Compact in an address to the World Economic Forum in January 1999. He challenged world business leaders to help build the social and environmental pillars required to sustain the new global economy and make globalization work for all the world s people. The Compact s operational phase was launched in July 2000 at a high-level meeting that brought together senior executives from some 50 major corporations and the leaders of labor, human rights, environmental and development organizations.

With operational leadership from ILO, UNEP, UNHCHR, and UNDP, the Global Compact at the national and local levels facilitates outreach and advocacy, national policy dialogue, and action through partnership projects. In 2001, country teams took action primarily in the areas of outreach and advocacy and policy dialogue. Ten countries mentioned some follow-up or activity related to the Global Compact in 2001, and the following countries launched a Global Compact Plan: **Cameroon, Ghana** and **Nigeria**. In **Nigeria**, the first National Partnership Forum meeting was convened in February 2001, and dialogue on the topic of Cultural Values as a Key Determinant for Sustainable Economic Development was held in conjunction with the Growing Business Foundation. The Forum established issue dialogues, a Learning

Bank, and the Human Development Fund as vehicles for project development.

China, the **Philippines**, and **Sri Lanka** reported significant interest in the Global Compact from their business communities. In **China**, activities include a project on the rights of disabled people in the workplace (under development); training for Chinese CEOs on issues relating to environmental management; a workshop convened with ILO on labor rights and policies; and cooperation between UNDP and a coalition of companies to address issues of intellectual property rights and anti-counterfeiting. **Thailand** held its first National Workshop on the Global Compact in association with the Employers Federation of Thailand, with a special emphasis on reaching out to the small- and medium-sized enterprises through supply chains.

The launch of the Global Compact in **the Russian Federation** involved 100 participants, including large Russian companies and multinationals, government and UN officials. A Global Compact Steering Committee was created, and will initially focus on issues of corporate social responsibility. **Lithuania** introduced the Global Compact at the local level at a meeting jointly organized by the UN, US Peace Corps and the business community.

HUMAN RIGHTS

The Millennium Declaration increased the focus on human rights as a cross-cutting issue, and this year s annual reports reveal greater emphasis on the mainstreaming of rights into the work of country teams, national governments, and civil society partners. However, country reports did not show much evidence of a rights-based approach aligning with MDG goals, a potential shift that could be more evident in coming years. This may be an area for further consideration by country teams.

There is, however, growing evidence of agencies working together to take a rights-based approach to their projects, programmes and country-level frameworks via theme groups. Quite a few country teams also reported inter-agency collaboration to help governments enhance their capacity to address human rights. In a few cases this support led to the national institutionalization of human rights approaches.

Theme Groups

Twenty-seven teams reported human rights-related theme groups in 2001, up from 26 in 2000. New groups that address human rights and rights-related issues include **Uruguay s** Thematic Group on Human Rights and Racism, **Thailand s** UN Inter-agency Group on Human Trafficking, and **Somalia s** UN Working Group on Human Rights and Gender. While some groups noted significant achievements, particularly in forging partnerships with NGOs, civil society and the private sector, a number of country teams reported only moderate success largely due to the sensitivity of this issue in their countries.

Child and Women's Rights

A significant amount of country team human rights work is being done in the areas of child and women s rights, often in the context of follow-up to the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and the UN Convention on the Rights of the Child (CRC). While human rights reporting did not directly address MDG goals, this is an area where there is an intersection between rights and MDG goals two and three, education and gender equality.

Advocacy for the CRC was reported in all regions, often in collaboration with the country s Ministry of Education. In **Turkmenistan**, the level of knowledge on child rights was raised in the general population, as well as among teachers and the children themselves. The team reports that 1,000 children age 12-18 received some form of child rights training in 2001, and that the UN forged a very strong partnership with government on this issue. In East Africa a Handbook on Child Rights was developed for peacekeepers by the UN Department of Peacekeeping Operations mission (UNMEE), UNICEF offices in **Ethiopia** and **Eritrea**, and Save the Children, Sweden.

Cambodia reported using a rights-based approach to fight trafficking of women and children and child labor, while the **China** country team supported a public campaign for violence against women and its own rights-based, anti-trafficking initiative. In **Togo** the country team supported the advancement of a national Child Code, and in **Fiji**, women and children s rights in relation to labor was a key human rights focus. Five UN agencies working with civil society produced information and advocacy efforts that resulted in a more victim-friendly, sexual offences court in **Namibia**.

Refugee, Asylum and Minority Populations

Refugee, asylum and minority population issues are another area where UN teams are concentrating their human rights work. **Romania** increased awareness of Roma issues in 2001 with funds from most UN agencies contributing to these activities. However, they also report difficulty to coordinate such activities due to the diversity of mandates, funding procedures, and working styles of various UN agencies. **Malaysia** addressed the rights of the disabled, including making the UN House disabled-friendly, the first disabled-friendly UN House.

The **Trinidad and Tobago** country team addressed People Living with HIV/AIDS emphasizing the human rights dimension of the epidemic. The team supported a major advocacy effort addressing policy makers, the private sector, media and the public around the World Conference on People Living with HIV/AIDS. This heightened

awareness led to the government allocating funds to address human rights on the national level, and an acknowledgement of the need for a legislative review in this area.

CCA, UNDAF, National Capacity-building

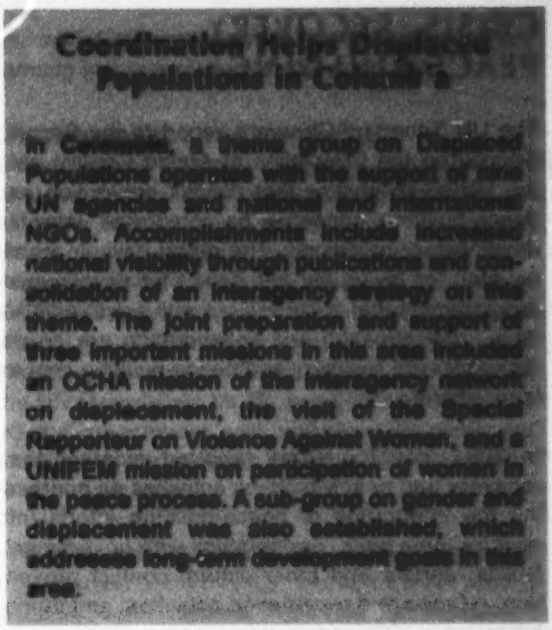
Human rights was used as a framework for the elaboration of a number of CCAs and/or UNDAFs in 2001 (**Barbados, Bolivia, Cambodia, Cameroon, Mozambique, Nepal, Paraguay, Zambia, Zimbabwe**). **Burundi, Mozambique** and **Nepal** also used a rights based-approach for all of their development programmes. Country team efforts were particularly rewarding when their activities led to the institutionalization of human rights on the national level (**Cape Verde, Lithuania, Moldova**).

Guyana reports major constitutional reform as a result of UN human rights advocacy work. Public consultation on human rights produced 172 proposed changes to the constitution with 71 amendments already enacted. The government also established five rights-based commissions as an outcome of the UNDAF. The **Cambodia** team achieved human rights capacity building for the national justice system.

UN programme officers and national counterparts in **Malawi** received training and adopted a rights-based approach to programming, which is now visible in national programmes supported by the country team. The UN s support to government has also strengthened the Malawi Human Rights Commission, helping it to better achieve its constitutional mandate, such as addressing the issue of domestic violence. The government, UN System and civil society worked together in **Comoros** to launch a human rights campaign that was coordinated by the national committee and chaired by the government s Secretary-General. NGOs and local associations carried out implementation.

Challenges

Teams faced a number of challenges in furthering human rights, including the sensitivity of such issues in many countries, lack of expertise and training, lack of coordination and resource capacity, and more time needed to organize the country team around a rights-based approach. One country team noted that although agencies participate in the human rights theme group, actual collaboration is difficult. While agencies mainstream minority and human rights issues into overall programming, many actors in this sector implement much more targeted programmes dealing solely with human rights issues. Other teams noted needing more training, more capacity, and a better understanding of how to apply tools and methods to human rights programming.


Coordination Helps Displaced Populations in Colombia
In Colombia, a theme group on Displaced Populations operates with the support of nine UN agencies and national and international NGOs. Accomplishments include increased national visibility through publications and consolidation of an interagency strategy on this theme. The joint preparation and support of three important missions in this area included an OCHA mission of the Interagency network on displacement, the visit of the Special Rapporteur on Violence Against Women, and a UNIFEM mission on participation of women in the peace process. A sub-group on gender and displacement was also established, which addresses long-term development goals in this area.

CRISIS, RECOVERY, PEACE-BUILDING

The UN Secretary-General s report to the Security Council on the Prevention of Armed Conflict asks the UNDG to ensure that conflict prevention and peace-building concerns be integrated into the development processes. The report calls it a critical step for laying the foundation for development programming that is carried out with a preventative lens. Coordination and collaboration are crucial for successful recovery and peace-building country team efforts.

In 2001, country teams reported most of their recovery and peace-building activities as addressing the integration of peace-building efforts into country team work; partnerships with government, NGOs, donors and other actors; conflict prevention; refugee and repatriation activities; and demobilization, demilitarization and reintegration efforts. As in last year s report, it is recognized that peace-building and recovery activities do not fall neatly into categories but rather overlap and are interdependent.

Integration of Recovery and Peace-Building Efforts

Both the CCA and the UNDAF provide a significant opportunity to identify and implement peace-building or conflict prevention strategies at the country-level. In 2001, a number of country teams reported integrating peace-building components into their work, demonstrating inter-UN system cooperation and collaboration at the country-level. For example, peace-building elements were incorporated into the UNDAF in **Kosovo**, and the concept of "rehabilitation" was integrated in all agency projects/programs in the **Democratic Republic of Congo** (DRC). Inter-agency programs were implemented on both sides of the front-line in DRC, including income-generating activities, reparation of agricultural service roads, and micro-lending. The country team also facilitated communication between the East and the West in order to rebuild families. In **Liberia**, the country team established a technical working group to prepare a Peace Building Strategy and completed a Peace Building Concept paper. The Humanitarian Assistance Theme Group assisted the Resident Coordinator office to help prepare the Liberia component of the West Africa Consolidated Appeal (CAP).

In **Somalia**, the Resident Coordinator and the United Nations Political Office for Somalia (UNPOS) prepared a joint presentation to the UN Security Council for greater understanding of political transition towards economic recovery, and facilitated a Weekly Analysis Group to analyze humanitarian impacts. The RC, UNPOS and UNDP agreed on a common field structure for enhanced operational support to create an environment of peace. The revised UNDP Somalia Civil Protection Program has established a common operational strategy with UNICEF and UNESCO.

Complementary Regional/ Cross-Country Activities

For countries in fragile post-conflict situations, the UN System is increasingly working to support collaboration among country teams to ensure complementarity of efforts, not only within but also across country borders. In **Afghanistan**, linkages were built between the country-specific interventions and complementary activities in the immediate region and beyond. For example, in **Pakistan** an inter-agency Contingency Plan was implemented in response to the Afghan crisis, including a programme to address the impact of the large influx of Afghan refugees. The country teams in **Eritrea** and **Ethiopia** identified complementary activities in all sectors for both countries and UNMEE (UN Mission in Ethiopia and Eritrea), such as helping to assess the political environment for the identification of peace-building opportunities.

Cooperation with Government, NGOs, Donors and Other Actors

2001 country team RC reports reveal numerous examples of cooperation and collaborative peace-building and recovery efforts, not only within the UN system in specific countries and across the country borders, but also with various key actors, such as governments, NGOs, and donors.

In **Angola**, UN agencies jointly assisted the Government of Angola to prepare for an upcoming election, pilot projects for resettlement, and a fund

for peace and reconciliation. An agreement was reached with the government on UN assistance for the preparation of an integrated social and economic programme in two pilot provinces. In **Sierra Leone**, joint UN System/government teams have developed district recovery strategies to set priorities for aid recovery and the extension of state authority in the wake of disarmament.

In **Tajikistan**, country team projects in support of the first peace-building strategy there attracted $5 million in pledges from donors. In **Albania**, the country team created and trained a network of NGOs, which strengthened the development of civil society in that country. In **Papua New Guinea**, UNDP s Reconstruction and Development Programme was recognized as one of the best examples of the multi-stakeholder partnership effort.

Conflict Prevention

In an era of UN reform, it is recognized that to move the UN from a culture of reaction to a culture of prevention, better analysis of the causes and dynamics of conflict and the attainment of peace is needed to understand how actions will affect the structural stability of a society. For example, the country team in **Kosovo** adopted a multi-agency approach to early warning, so that any of the resident UN agencies can act as a trip wire in identifying early warning signs for potential conflict in the region. In **Papua New Guinea**, the country team hosted an inter-county training on Early Warning and Preventive Measures for a wide range of participating agencies.

Repatriation, Refugees, IDPs

Repatriation of refugees and Internally Displaced Persons (IDPs) remains one of the major dimensions of peace-building and recovery processes. A few country teams report positive developments in this area. The working group in **Armenia** established a list of priorities in the area of refugees, IDPs (mapping), and migrants, while the Productive Project of the Displaced Persons was created to assist the displaced in **Guatemala**. In **Eritrea**, 180,000 IDPs were assisted to return to their areas of origin, including rehabilitation of damaged houses, social service facilities, water resources and farming inputs provided for the poor.

Disarmament and De-mining

Country teams continue to provide assistance with reducing the means of conflict by disarmament and landmine removal. In a collaborative inter-agency effort, two successful projects were carried out in **Albania** and **Sri Lanka**. The Weapons in Exchange for Development project in Albania made disarmament a national (and not merely a political) issue. Working closely with UNDP, UNOPS and UNIFEM, the UN Department for Disarmament Affairs assisted the government with collecting weapons and ammunition and creating incentives for the civilians to surrender them.

With a loan for de-mining and support equipment from Kosovo, mines in the northern border area of **Albania** were cleared. This was accomplished through a joint effort of the United Nations Mine Action Coordination Center (UNMACC), UNDP, UN Mission in Kosovo (UNMIK), the United Nations Liaison Office (UNLO), UNICEF and UNHCR. The country team in **Sri Lanka** provided assistance for the establishment of a national Humanitarian Mine Action capability. UN System-wide consensus was reached and a detailed project document on mine action was prepared for the Sri Lankan government as a joint UN agency project.

Demobilization, Reintegration and Reconciliation

Recognizing that demobilization and reintegration of former soldiers are crucial aspects of the peace-building and recovery processes, the UN System works closely with various partners to ensure that the planning and implementation of these activities are well coordinated. For example, in **Rwanda**, UNICEF, WFP, UNHCR, the World Bank, and UNDP supported demobilization of ex-Rwandan Patriotic Army soldiers, including post-demobilization citizenship programmes for these soldiers at solidarity camps. UNHCR, UNICEF, WFP, the International Committee of the Red Cross (ICRC), and NGOs were involved in Agencies Protect Unaccompanied Minors project, with a particular emphasis on strategies for assistance to ex-child soldiers in solidarity camps.

Reconciliation, along with the demobilization and reintegration, is an important aspect of the peace-building and recovery processes. Increasingly, this is being recognized by country teams through the integration of reconciliation projects into their peace-building and recovery efforts. For example, the Co-Existence Network (UNIFEM, UNDP, WFP, and UNHCR) in **Rwanda** was involved in creating an enabling environment for national reconciliation through the National Commission for Unity and Reconciliation, supported by all UN agencies there. In **Sudan**, the country team worked on Inter-Tribal Peace Building and Intergovernmental Panel on Forests Planning for Peace projects. UNDP used the traditional conflict resolution methodology to facilitate a peace-building network and conflict resolution activities, and UNHCR worked on consolidation of peace with neighbors through repatriation of Ethiopian and Eritrean refugees.

Transitional Strategies– New Approaches to UN Coordination in Post-Conflict Situations

The challenges faced by UN country teams in fragile, post-conflict environments have not been met by traditional UN instruments like the CCA, UNDAF and Consolidated Appeal Process (CAP). In the period immediately following conflict, country teams need more flexibility to support emerging governments and institutions in the early stages of nation building, while simultaneously meeting urgent humanitarian needs. Transitional strategies are needed which integrate relief, recovery and reconstruction activities while incorporating analysis and programming elements of existing tools. An effective transitional strategy would help country teams work with emerging governments to build confidence and capacity, stimulate the economy through quick impact projects, reach the most vulnerable populations, and reintegrate returning refugees and ex-combatants. Such strategies can then be used as the basis for fundraising through the CAP and other mechanisms, such as Round Tables and Consultative Groups. Increasing cooperation between UNDG and ECHA in these developments has resulted in greater interest in joint approaches, as a multi-disciplinary, results-based, hybrid approach should more effectively meet the needs of countries in transition.

Strong Coordination for Disaster Relief

In El Salvador development was affected by two earthquakes, the subsequent reconstruction and rehabilitation from this disaster, and drought in the last quarter. The result was strong interagency national and international action. At the request of the government, the UN System took on the role of coordinating all relief activities in the country by different international missions, and converted itself into one of the principle bases of information and systemization of data and statistics on natural disasters. Activities include: elaboration of an interagency plan on natural disasters, development of a workshop and lessons learned on the earthquakes of 2001, support of actions by the towards the reduction of natural disasters, and participation in formation of international strategies.

An interagency mechanism (UNDG-ECHA) has been established to ensure that the UNCT s have integrated tools for managing countries in transition. Meanwhile, the use of transitional strategies is being modeled in three countries emerging from crisis in 2001 (**Afghanistan, Republic of Congo, and Sierra Leone**). The 2000-2001 UN Plan in the **Republic of Congo** incorporates key elements of a CAP, CCA and UNDAF and includes a rapid assessment of Congo s development status. DGO supported this innovative approach, which became the first transitional plan under the new UN reform initiatives. The country team in **Sierra Leone** is proceeding very much in the same manner. In the development of a transitional plan of action, following the Ceasefire Agreement in May 2001, the team was guided by national policies and priorities established through the National Recovery Programme and the Interim Poverty Reduction Strategy Paper (IPRSP). The UN Strategy in Sierra Leone forms a bridge between relief and recovery and aims at directing assistance to vulnerable communities affected by over a decade of war, while simultaneously paving the way for a transition to sustainable peace. Ultimately, the UN Strategy is intended to

lead the way to an UNDAF in 2003 and to assist the country team to focus its contribution to both sector reviews and preparation of the PRSP in 2002.

The need to broaden and expand the integrated approach piloted in the Republic of Congo and in Sierra Leone became evident after the fall of the Taliban in **Afghanistan**. The Immediate and Transitional Assistance Programme (ITAP), a combination of relief, recovery and reconstruction needs, involved a system-wide consultation process and substantive discussions with the Afghan Interim Authority. The recently established United Nations Assistance Mission in Afghanistan (UNAMA) typifies UN reform in its deliberate strategy to link recovery and reconstruction programmes to the political process. The key components of the ITAP are: immediate support to ensure the survival of the Afghan Transitional Administration, response to pressing humanitarian needs and to calls from Afghans for education for their children, and the establishment of a functioning system of law and order.

Similar transitional recovery strategies are currently being developed in **Sri Lanka** and **Myanmar**. In both cases, transitional situations warrant such a hybrid approach , one that does not solely rely on a consolidated appeal for humanitarian assistance or the more intense and time consuming process of a full CCA and UNDAF. The Humanitarian Action Plan in Myanmar combines policy dialogue and reform while simultaneously delivering on quick impact projects and accelerating the delivery of existing projects. In Sri Lanka, the country team applied a flexible use of CCA/UNDAF to better help civilian populations affected by conflict. Both strategies incorporate some of the basic elements of the CCA, UNDAF and CAP for planning and resource mobilization purposes.

These country team efforts will provide very useful experience in the development of integrated approaches to the management of countries in transition from relief to recovery.

JOINT PROGRAMMING

Joint programming is a key tool for UN collaboration as it increases the impact of the UN activities through common analysis, planning and implementation. Where clear added value exists, UN entities join together to carry out joint assessments of challenges and design interventions to address them, consisting of shared objectives, actions, timeframes, resource requirements and clear responsibilities. Within the framework of each agency s country programmes, the joint programme is outlined in a common agreement that describes the linkages among and responsibilities of all participating agencies.

The definition of joint programming was set out in 1999 as part of a Note issued by the Heads of UNDP, UNFPA, UNICEF and WFP in an effort to enhance UNDG programme collaboration, to foster a common sense of purpose among collaborating agencies and to promote a common language with UN partners. Collaborative programming was defined as including options of agency/individual, parallel and joint programming.

When joint programmes add value to UN operational activities, real opportunities are created for building group cohesion, synergizing agency plans, cutting costs and improving effectiveness of UN initiatives. Moreover, joint programmes should reduce transaction costs for the UN s national partners, and streamline what can be burdensome processes due to each agency using different procedures.

Key constraints to joint programming reported by UNCTs include differing financial and administrative regulations among agencies, varying agency mandates, and differing timing and processes for planning and budgeting of country programmes. Country teams also noted a lack of joint programming policy follow-through by UN agencies and found greater emphasis for such collaboration instead coming from donors. As a result, though many teams have been able to achieve a high level and number of collaborative programmes with common assessments and objectives, there are very few jointly funded and implemented programmes.

Three types of collaborative programming

Agency Programming: Programming specific to a given UN entity in consultation with relevant UN and other partners, including through collaborative assessment.

Parallel Programming: Two or more UN entities design separate programmes, but they contribute to the achievement of a common objective identified by a collaborative assessment process within a specific timeframe.

Joint Programming: UN entities carry out joint assessments and design interventions with shared objectives, actions, timeframes, resource requirements and a clear delineation of responsibilities.

In an effort to assist country teams in formulating joint programmes, a UNDG Guidance Note on Joint Programming was issued in 2000 which contains an outline of the programme/ project document and budget modalities. Despite this Note, country teams report that further guidance and harmonization between the agencies is needed in order to be able to achieve true joint programmes (see also Simplification and Harmonization and Headquarters Support sections).

Progress in Joint Programming

In the 2001 reports 60% of country teams offered illustrative examples of collaborative programming. Most of the examples focused on parallel programming, which seems to indicate that further clarification of the terminology or guidance on joint, parallel and agency programmes is needed. Country teams gave useful insight to approaches to joint and collaborative programming, namely joint analysis, collaborative planning, and collaborative resource mobilization or management of funds.

Agencies analyzing together: Many collaborative programmes start through joint analysis — including problem identification, strategic analysis, committee formation, and identification of crucial

next steps. In close collaboration with government, several country teams actively sought to expand their capacities to jointly analyze country situations. In **Armenia**, a joint survey by UNICEF, WFP and the World Bank helped to define areas of common interest among agencies, avoid overlapping program activities, and optimize funds and expertise for development activities. In **Togo**, a statistical database was devised for reliable elaboration and monitoring of development programmes. It enabled coherent interventions, reinforced impact on populations, and assured efficient use of limited resources.

Agencies planning together: Joint analysis becomes the basis for joint planning. Many teams demonstrated collaboratively planning ways to address a situation, with each agency taking action separately in its area of comparative advantage. To support planning initiatives, the country team in **Bulgaria** organized a United Nations Social Development Unit, comprised of national staff from UNICEF, UNAIDS, UNFPA and UNDP. The unit used the different expertise of participating UN agencies to analyze social problems, recommend coherent solutions, and ensure a united UN voice on social policy.

Agencies implementing together: When UN agencies agreed to go beyond planning to implement together, joint programmes were more likely to be successful if coordinated by one government ministry. In **Cambodia**, UNFPA, WHO and UNICEF worked together with government to provide affordable, sustainable and user-oriented reproductive health care services, and to integrate these services into the health care system. Country teams reported that joint programmes enabled common action, reduced program duplication, and decrease costs.

Agencies raising funds together: This includes two approaches: preparing a Consolidated Appeal Process (CAP) that includes many separate agency projects, and developing a joint programme with pooled funding. In **Indonesia**, under the leadership of the Humanitarian Coordinator and OCHA, the country team launched a Consolidated Appeal (including FAO, OCHA, UNDP, UNFPA, UNICEF,

The People's School in India

The Janshala programme, or The People's School, addresses critical issues of education in India, where 40 million children, particularly girls, do not attend school. Janshala responds to the need for a community-based, demand-driven approach to elementary education. Through the partnership of UNDP, UNICEF, UNFPA, and the ILO, the programme is working to make education more accessible for students, and to address the special needs of groups such as adolescents and working children.

The Janshala programme produced the following results:

- duplication and multiple micro-initiatives avoided;
- comparative advantage/expertise of each agency used to enrich the programme;
- start-up project cost savings achieved by using UNICEF offices, infrastructure and partnerships at the State level, and using all agency partnerships at the national level;
- savings achieved in hiring of project staff, procurement, and by close monitoring by UNICEF.

The country team also reported a number of challenges faced in the People's School programme indicative of what a number of country teams wrestle with when attempting joint programming, such as:

- difficulty sustaining the interest of participating agencies;
- challenges pertaining to staff changes/ turnover;
- burdensome time requirements of the effort, especially now that the programme is growing;
- constant competition and comparison with bigger World Bank programmes (the volume of UN funds is too small);
- being a process-oriented initiative, it is difficult to measure programme outputs; more effective results-oriented monitoring is needed.

WFP, WHO and 15 NGOs) for internally displaced persons (IDPs) in the country. Involving NGOs and donors at an early stage greatly enhanced the value of the appeal and strengthened the cohesion of the humanitarian community in its approach to IDPs. In **Tanzania**, a joint programme for poverty monitoring and collaborative programmes for HIV/AIDS, community empowerment, health, education, and agriculture and livelihoods were developed. In **Myanmar**, the UN Joint Plan of Action on HIV/AIDS provides a framework for integrated planning, rationalization of funding and the use of expertise between agencies, and for monitoring progress together. It is expected to help raise additional funds for new and expanded activities.

In **Nepal**, $1,878,000 was mobilized in 2001 from donors in support of joint UN activities on a wide range of development issues, including poverty reduction through decentralization, trafficking of women and children, community-based integrated management of childhood illnesses, peace-building and human rights. In **China**, UNDP, the IMF, the World Bank, and DIFD were involved in a joint programme to support fiscal reform. Funds were pooled and the project was executed at the national level. In the **Philippines**, the country team successfully generated a total amount of $10 million from New Zealand, Australia and Spain for a joint post-conflict programme being implemented by government. Bilateral agencies and government, with the support of the country team, agreed to route their funds through one of the UN agencies.

SIMPLIFICATION AND HARMONIZATION OF UN PROCEDURES

Simplification and harmonization decreases the complexity of rules and procedures, reduces transaction costs, avoids duplication, and improves accountability for achieving sustainable results in development programmes. The objective is to improve the impact and effectiveness of programme cooperation and reduce the burden placed on recipient countries, while ensuring appropriate accountability and building national capacity. A priority area for UN reform, simplification and harmonization encompasses programme implementation modalities, financial regulations and management (see also joint-programming section), administrative rules and procedures including common premises and services (see common premises and services section) and national project personnel.

The simplification and harmonization of rules and procedures is a long-standing UN reform issue. Since 1977, the Member States of the General Assembly and ECOSOC have repeatedly called for measures to achieve maximum uniformity of administrative, financial, budgetary, personnel and planning procedures. This issue is currently being addressed as part of the Secretary-General s reform programme, which is designed to maintain and reinforce the distinctive nature of UN entities while seeking to facilitate their functioning in a more unified, cooperative and coherent framework as members of the United Nations family.

The rationale for simplification and harmonization derives from three basic objectives. First, the complexity of UN rules and procedures place a heavy burden on many countries. Second, the same complexities in procedures weaken the effectiveness and efficient functioning of the United Nations System s developmental support. Third, simplification and harmonization of programme procedures should improve financial accountability and accountability for achieving sustainable results. Finally, without this true joint programming — including joint assessment, planning, implementation and review of UN country programmes — is impossible.

In sum, lack of simplification and harmonization is hampering the UN agencies ability to work closer together and achieve the full impact and sustainability of UN activities at country-level.

Coordinated Response

In 2001, the issue of simplification and harmonization has become a priority of the Member States and the UN Development Group s agenda. The General Assembly s December 2001 resolution (on the triennial policy review of operational activities for development of the United Nations) requested the funds and programmes to accord this issue high priority. They were asked to develop and report on a programme of work for full simplification and harmonization in specific areas to be completed before the end of 2004. In a response to this resolution, the UNDG Executive Committee developed and initiated in 2002 a plan of work to be completed by 2004 and reported to ECOSOC in June 2002 in a conference room paper. This plan of work addresses key areas emphasized by Resident Coordinators and country teams, namely, simplification and harmonization of: financial regulations; procedures for implementing programmes and projects including programme preparation, approval, reporting, monitoring and evaluating, joint programming, national execution; common and shared services; national project personnel; and IT platforms as well as decentralization and delegation of authority. A dedicated inter-agency task force is working on these issues in consultation with country teams across the globe.

Resident Coordinators have cited simplification and harmonization of these rules and procedures as a priority area to facilitate their work. In the 2001 Triennial Comprehensive Policy Review questionnaire, over two thirds of Resident Coordinators who responded considered simplification and harmonization of monitoring and reporting requirements as essential, and almost 80% reported that simplification and harmonization of financial procedures was essential for effective programming and implementation of United Nations System activities. The 2001 annual reports show that, as in previous years, the most common request from country teams was for headquarters to take further steps to harmonize rules and procedures governing moni-

toring, reporting requirements, and especially financial and administrative regulations.

Simplification and Harmonization of Financial Procedures

Though steps are being taken, the greatest obstacle to collaborative and particularly joint programmes remains the divergent financial management procedures. Options for financial management of joint programmes are outlined in the Guidance Note on Joint Programming issued by UNDG in 2000. Several country teams report progress in this area such as establishing a Unified Operating Expenses Budget (South Africa) or basing multi-agency procedures on those of just one agency (Kosovo, Zimbabwe). However many country teams found the Guidance Note inadequate and requested further information in this area.

Harmonization of Administrative Procedures for National Project Personnel

Many governments and UN project personnel have complained of problems stemming from the absence of harmonized procedures and entitlements related to national project personnel. In response, in February 2001 UNDG sent out a guidance note describing options for harmonization of remuneration and DSA rates based on country examples. The note asked country teams to report on their experiences in this area in the annual reports. Though few did report on this issue, some countries have made strides, including developing comprehensive salary/living cost/working conditions surveys, harmonization of salaries and DSA, insurance and travel coverage, hardship classification of duty station, travel reimbursement, spouse employment, consultant roster, human resources, staff security, implementation of common ID cards, and other privileges. Good examples at the country-level include:

• **Brazil** harmonized procedures for the recruitment of national personnel.

• **Cambodia** established salary scales at a fixed percentage of the existing UN salary scales as a function of a post profile. The recommended percentage is determined after conducting an informal survey of the labor market and correlative rates in bilateral agencies. For DSA rates, it uses the same rates as those in place for other locally recruited core staff traveling inside the country. The country team has also produced a UN Travel Contract including reduced medical expenses for service contract holders.

• **Jordan** undertook an exercise to harmonize the privileges and immunities of UN staff.

Primary Stumbling Block

Individual agency procedures create a major stumbling block for field operations. This is reflected in the following comments excerpted from the 2001 reports.

- **East Timor:** Joint efforts at the country-levels are sometimes thwarted by the lack of common agreement at the level of the headquarters of the respective agencies.
- **Guatemala:** The cooperative systems of support to financial management, human resources and acquisitions do not respond to the necessities of the field office.
- **Moldova:** It was agreed [by the country team] to not propose any rating for UN cooperation on simplification/harmonization of administrative procedures. The individual agencies administrative manuals and circulars set these procedures. Without modifying these at the headquarters level, no real progress on simplification can be achieved in the field.
- **Nepal:** It is difficult to harmonize administrative procedures at field level as long as general rules and procedures of UN agencies are not harmonized at the headquarters level.
- **Somalia:** The UN Operations Group, including all UN agencies, undertook efforts to further simplify and harmonize administrative procedures. These efforts continue to be limited by the individual agencies global administrative requirements.

• **Kazakhstan** harmonized their procedures for special DSA rates for the capital city of Almaty, and for terminal expenses.

• **Myanmar** harmonized local DSA and travel rates, writer fees and training costs. Salary scales were prepared after a labor market survey, and where different agencies have their own scales, these agencies maintain a consultative process in order to keep salary differences to a minimum.

• **Nepal** made use of a survey of UN System national staff in the country as a basis for the salary scale of national project staff. It establishes DSA rates as a percentage of the UN DSA rates, where they were established in consultation with government, and are revised regularly whenever there are monetary fluctuations.

• **Swaziland** finalized its consultancy database and standardized consultancy rates.

• **Zimbabwe** issued a salary scale and DSA rates which, subject to final approval by heads of agencies, will be applied by all other UN agencies. Salary scales are prepared after conducting a survey of the labor market, and reviews of DSA rates are subject to the movement of rates within the local hotel industry.

Joint Program Reviews

Joint reviews serve as an opportunity for country teams to strategically review their areas of common intervention, and to plan for collaboration/joint programming for the next programme cycle. Reviews also reduce transaction costs for governments and promote a more unified image of the UN. However, different timing of reviews and programme preparation processes by individual agencies has been a major obstacle to joint reviews. The UNDG Executive Committee is currently looking into promoting joint outcome reviews of the UNDAF.

To date, only two country teams (**Madagascar** and **Romania**) conducted joint mid-term reviews in 2000. However, a few teams reported other joint reviews of their country programmes in 2001. **Namibia**, for example, conducted a joint review of the evaluation report on the Pilot Poverty Reduction Programme (PPRP). The review noted the success of the joint integrated PPRP and the potential of the UN System to jointly develop and implement successful development support programmes in the country. UNFPA and UNICEF also conducted a Joint Programme Review with the participation of other agencies in the Namibia country team. Several countries report that they will engage in joint mid-term reviews in 2002 (**Ghana, Kosovo, Swaziland, Zambia**) or that progress has been initiated in this area (**Philippines, Zimbabwe**).

Meeting Needs with National Expertise

Uzbekistan's national UNV initiative — to deploy skilled national professionals in strategic areas — illustrates how interagency collaboration can contribute to the harmonization of operational and administrative procedures and help to utilize cost-effective national expertise. The scheme has been successfully expanded from use of national UNVs by UNDP and UNESCO to their deployment by UNHCR and WHO, and is supporting strategic areas such as human rights, microfinance, and the revival of cultural heritage.

COMMON PREMISES AND SERVICES

Common premises and services, key components of United Nations reform, lead to increased efficiency and effectiveness of UN field operations. Common premises, or ideally a UN House, not only saves funds by placing much or all of the country team in one building, but also creates closer ties among staff from different agencies and promotes a more unified UN presence at country-level. In 2001, many country teams reported a more positive work environment as a result of the closer proximity afforded by common premises, including improved meeting participation, dialogue, coordination and organizational spirit. Common services increases efficiency by simplifying administrative procedures, harmonizing consultancy rates, coordinating the use of UN vehicles, and harmonizing overtime payments, among other activities.

One hundred and twenty country teams reported in this area, up from over 100 last year. The number of UN Houses increased by five, the annual target. The number of countries reporting common services increased to 85 countries, from 60 last year. Sixty countries report information technology or communications common services, up from 50 last year.

UN House

By December 2001 the Secretary-General had designated 46 UN Houses, while other teams report that planning is underway for such facilities in their countries. New UN houses were designated in **Japan, Kyrgyzstan, Namibia, Paraguay,** and **Trinidad and Tobago**. To be designated a UN House, common premises must exist at the country-level for UNDP, UNFPA, UNICEF and, as appropriate, WFP, together with UNIC and optimally with resident Country Directors/Representatives of all member organizations of UNDG and the World Bank.

Unfortunately, as the countries where it was relatively easy to establish UN Houses have now been covered, the cost of establishing UN Houses is increasing. In many countries, governments are not in a position to give a suitable building to the UN, and commercial costs are prohibitive.

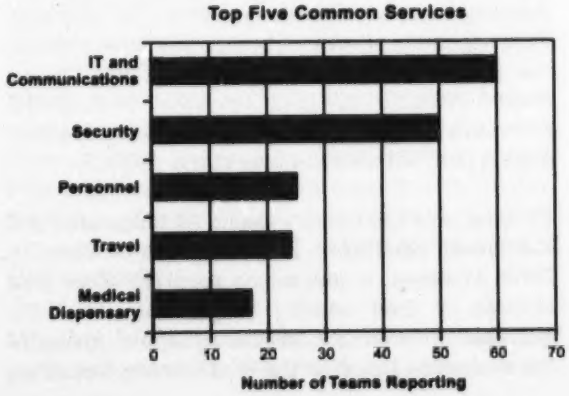
Common Premises

Approximately 20 country teams have premises which do not meet the full criteria of UN House, but are benefiting from sharing premises and cost savings in areas such as a common reception and conference room, garage, cafeteria, warehouses, maintenance, cleaning, transport and library facilities. In other countries, UN special centers, satellite/remote offices, and regional offices have enabled the integration of travel, banking, cleaning, warden, and internet/e-mail services among a number of agencies.

Several country teams made progress in the area of common premises, despite not being part of an official UN House. In **Mozambique** the team has access to a Joint Emergency Reaction Unit, joint dispensary, joint transportation, and equipment support for flood response. Common premises in **Sri Lanka** currently hosts UNDP, UNFPA, FAO, ILO and WFP, will soon include UNICEF upon government budget approval. The agencies currently in the UN compound are cost sharing in a wide range of areas including security, maintenance of premises and buildings, communication facilities, generator operation and internet and e-mail services. As a result, services have become more affordable and cost-effective.

Common Services

Country teams made progress in this area with more than 85 teams sharing services, up from a little over 60 last year. IT/Communications and security were the two areas most commonly reported as having achieved common services in 2001. A little



Prepared by the United Nations Development Group Office

over 50 teams reported common services in security planning and training, while nearly 60 reported IT and communications initiatives, up from at least 50 last year. Common information technology-related initiatives, such as LAN, VSAT and internet services, were reported by roughly 45 teams while communications-based initiatives, such as radio, video, or a communications center, were noted by 30 teams.

Roughly 25 country teams reported on common service initiatives for common databases and consultant rosters, salary and living cost surveys, and recruitment of national officers. Other common service areas achieved in 2001 include: medical dispensary (17 country teams), travel agency and related services (24), and pouch (8). Other services mentioned were legal and banking, procurement, combined training in emergency awareness, and information technology training.

Cost Savings

Approximately 30 countries report cost savings from their common services initiatives. These include:

- *Chad:* Communications costs have fallen for agencies using telecommunications system and Internet connection improvements.
- *Kyrgyzstan:* Common premises resulted in reduced expenditures from contracting, procurement, and utilities usage; support staff payroll saw a net saving of $13,000; building maintenance cost for the agencies was collectively five percent lower for twice as much space as it had been individually — one agency alone saved approximately $22,000.
- *Trinidad and Tobago:* UN House was established with a first time 50% rental subsidy from the government. Greater UN visibility, better security and cost-savings was achieved through common services.
- *Zambia:* A new travel and banking service agreement for all UN agencies has leveraged a 3.8% discount on airline tickets and lifted bank service charges, thereby reducing administrative costs.

A number of common service experiences illustrate the benefits of such coordination. For example, country teams in the **Ukraine** and **Zimbabwe** found that sharing information on services, suppliers and bulk purchases of goods, strengthened the team s competitive bargaining position. Taking this one step further, **Chile** has arranged to prorate common costs among agencies. Staff in **Mozambique** report increased access to critical services, such as improved joint health care, HIV testing and counseling.

Common Premises and Services Highlights

• Effective common premises and services management in Cape Verde attracted the largest World Bank project in the **Cape Verde** Islands in October 2001. Office space provided for this project is now used by all visiting missions to the World Bank, and has helped to strengthen UN-World Bank relations.

• The UN House in **Ecuador** reinforced the position of the UN in the country and facilities, such as the documentation center, serve to increase public knowledge and use of UN information. The center has established thematic networks with higher education institutions in the fields of health and educa-

Cost Sharing

- *Lao PDR* established and cost-shared the post of UN Security Assistant, to support the Field Security Officer and implementation of the UN Security Plan and functioning of the UN Wardens System. The team also reported cost-sharing a common IT system with UNDP.
- *Somalia:* A cost-sharing scheme for UN area-based equipment provisions is now in place.
- *Sri Lanka* reports cost-sharing among UNICEF, UNDP, and WFP when establishing the UN House.
- *Yugoslavia* cites a cost-sharing arrangement among UNAIDS co-sponsors for sharing one local staff and limited amenities. The UNAIDS office was accommodated in UNICEF premises at no cost.

tion. The UN System was granted an award for its efforts in information sharing through the web.

• In **Nepal**, strong inter-agency collaboration on security and emergency preparedness led to the finalization in 2001 of an Emergency Operations Centre, the site of all response activities in the event of an emergency. The center is designed to withstand earthquake tremors of up to 8.0 on the Richter scale, and includes state-of-the-art communications technology such as VHF and high frequency radios, VSAT, LCD multi-media projectors, a fax, computers and maps.

• In **Malawi**, the UN Resource Center has been officially opened to the public as a common facility for advocacy, communication and public information for all UN agencies.

Operations Management Teams

Operations Management Teams (OMTs) and inter-agency administrative committees, reported in roughly 50 countries, have proven to be crucial to the success of the management and implementation of common premises and services. In **Zambia**, the OMT simplified administrative procedures, developed cost-reductions in banking and travel agreements, and signed a joint agreement to officially obtain the UN House. **Zimbabwe s** OMT improved procurement and bulk ordering for the country team, and fostered the implementation of a user-friendly database which enhances data collection on personnel for security purposes. In **Uruguay**, the ICT Group engaged in information exchange related to infrastructure, norms and standards, connectivity, security on networks, procurement and potential joint actions, resulting in better technical support and cost savings.

UNDG Common Services Pilot Programme

The UNDG Common Services Pilot Programme, initiated in the last quarter of 2001 with funds from DFID, involves staff training and implementing common services in 32 countries, including eight pilot countries. These countries will implement common services based on the Operational Guidelines on Common Services Implementation and will share experiences and lessons learned to improve and broaden the use of common services in country offices.

Challenges

While many country team efforts to establish common premises and services have been successful, the reports show that country teams face common challenges as they take initiatives to integrate their systems and working styles.

Some teams highlight the difficulties of achieving consensus, especially when there are multiple degrees of delegated authority or a varied work ethic. Agencies still independently execute programs, causing many teams to have trouble harmonizing and coordinating financial, budgetary and procurement procedures between UN agencies. Others report that agencies have been confused about the nature of cost-sharing arrangements, and whether these arrangements should be dealt with at the headquarters or the local level. As activities grow, country teams say they are often challenged to find adequate staffing and physical space. Access to vehicles and drivers at short notice can also be a problem.

In the area of technology, difficulties often relate to defective messenger systems, installation of satellite systems, lack of Internet access, and instability of the UNDP VSAT due to problems with the service provider. Establishing a UN House is a challenge for some teams, who struggle to obtain government financial support and budget approval. Other teams face high costs for renovation, or have trouble when looking for a safer or larger building.

Finally, challenges arise during crisis and conflict that demand attention from key staff and limit progress in developing the physical and service structures of common premises and services. Examples are the massive infrastructure destruction in the **Republic of Congo** due to the 1999 war, and infrastructure-damaging earthquakes in **El Salvador** and **India**.

TRAINING

RC System/UN reform training activities in 2001 included MDGs, CCA/UNDAF, crisis and conflict situations, as well as innovative learning activities such as joint training, common services, partnership building and leveraging resources. Trainees ranged from staff, government and NGOs, to community leaders, women farmers, and teachers.

More than 350 training activities were reported worldwide. Compared with last year s figures, training activities have increased in several MDG areas, such as HIV/AIDS and gender, as well as the cross-cutting issue of human rights (see table). In 2001, the number of training activities fell in the area of CCA/UNDAF as many country teams have already completed one or both of these processes. However, given the concerns as to the quality of the first generation of these instruments, training for all teams doing CCA and UNDAF in 2002 has been organized.

TOPIC		Number of CT that reported training			
		1999	2000	2001	2002
UN COUNTRY TEAM PROGRAMMING	CCA and UNDAF	7	29	11	36
	Team Building	3	10	4	10
	UNDAF implementation (including joint programmes)		10	8	8
SELECTED THEME BASED TRAINING INITIATIVES	Human Rights	8	19	29	13
	Gender	5	24	48	11
	HIV/AIDS	8	19	37	10
	Poverty		1	19	6
CRISIS AND POST CONFLICT	Conflict Prevention, Early Warning and Preparedness	2	7	10	6
	Disaster Management and Humanitarian Coordination	1	3	13	6
	Post Conflict, Peace-building and Transition			10	3
	Security	0	5	13	13
OPERATIONS	Management & Leadership	6	3	4	19
	Administrative Services and Procedures (including common services/premises)	2	2		Common Services: 6
	Advocacy, Communications, and Media	5	5	6	27

CCA/UNDAF Training

At the time of this report, 1,688 heads of agencies and senior staff had received CCA/UNDAF training, with 738 trained in 2001 through the network of 101 resource persons and 36 team builders. Fifteen teams conducted CCA/UNDAF training in 2001, often to train resource persons. As part of six training activities held in Africa, country teams focused on training heads of agencies in UNDAF preparation in **Nigeria**, team-building in **Malawi**, and creation of resource persons in **Kenya**.

In other countries, CCA/UNDAF training was a partnership-building endeavor, such as in **Papua New Guinea** where over 50 participants from government, UN System organizations, bilateral donors, national and international NGOs, and civil society organizations participated in a three-day training workshop. The activity resulted in an immediate follow-up with the government to develop consensus on development areas, working groups, and terms of reference for the CCA.

Training in Crisis, Conflict and/or Post-conflict Countries

Country teams working in countries affected by crisis, conflict, or in post-conflict contexts focused their training on conflict prevention, peace building and disaster management, as well as capacity building areas of human rights, education, gender, health, HIV, and environment. HIV/AIDS, including peer education, awareness-building and workshops, was one of the most common areas for training in these countries.

In terms of crisis and conflict response, **Kosovo** facilitated an early warning system joint training course for one week, bringing together agencies at the regional level. In the area of disaster response, **Liberia** facilitated sensitization workshops on the Sphere Guidelines and Minimum Standards for Disaster Response. **Rwanda** provided capacity-building training to officials in the areas of refugee assistance and debt management.

Innovative Learning Activities

In addition to traditional training activities, country teams are also engaged in collaborative, synergis-

tic activities, which help to decrease costs, create partnerships, and increase the range of training activities that the United Nations System offers.

Joint training and subregional activities involve diverse participants to optimize learning and address common needs. In 2001, these training activities took place in areas of CCA/UNDAF (**Belarus, Cameroon**), harmonization/simplification of procedures (**Bhutan, Fiji**), gender (**Ghana, Vietnam**), health (**Mauritius**), conflict and disaster prevention/peace-building (**Chad, Ecuador**), HIV/AIDS (**Cameroon, Malawi, Nepal**), poverty, common services, good governance programs for students (**Zambia**), and training workshops for civil servants (**Costa Rica**).

Lessons Learned

A number of country teams suggested new opportunities and innovations to support their work. **Myanmar** noted the importance of a strategic balance between knowledge and skills and suggested that the duration of training should be appropriate to the level of expected results. They also recommend more support and supervision for training follow-up. The team in **Malawi** noted that training and workshops helped in team building for the CCA/UNDAF, and that further training is encouraged to support programme development and implementation. Other teams made special training requests, such as inclusion in the Poverty Resource Persons Workshop in Turin (**Guatemala**); a training module on conflict prevention (**Indonesia**); training in joint programming (**Namibia**); capacity building on a human rights-based approach to development, MDG monitoring, and common services (**Philippines, Zimbabwe**).

Some country teams noted the need for skills development in areas such as advocacy building and transitional approaches in special development situations. **East Timor** noted the importance of capacity building among a new cadre of civil servants, but financial and technical capacity is needed to further this opportunity. Country teams also identified challenges they faced in various training areas, such as fewer opportunities for field staff training in the area of gender, or unavailability of resource persons, which postponed security training for one team.

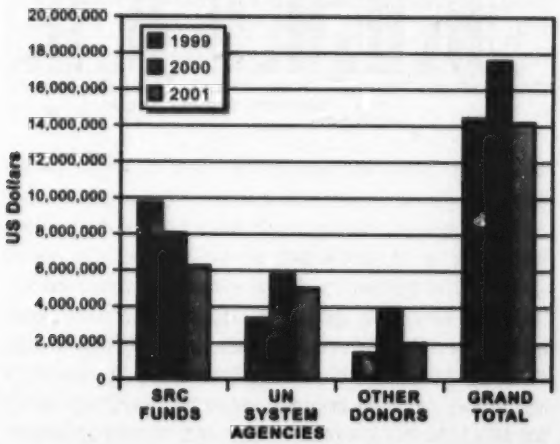
Prepared by the United Nations Development Group Office

SUPPORT TO UN COORDINATION CAPACITY IN 2001

In 2001, Support to Resident Coordinator (SRC) funds allotted to Resident Coordinators declined even further than in previous years, from $9,532,477 in 2000 to $8,061,075, representing a 15% decrease. This continued decrease was caused by the overall reduction of core programme funds available in UNDP. As a result, a new donor-funded country coordination fund was established in 2001, which has allowed significant increases in funding in 2002 (*See Country Coordination Fund section on page 55*).

As in previous years, allocations in 2001 were issued in two installments. In January 2001 an initial allotment was given to each country to enable Resident Coordinators to finance the start of their 2001 work programmes. In July additional allotments were made based on the coordination work plans prepared by the UN country teams. As allotments decreased, expenditures also decreased from $8,215,045 in 2000 to $6,912,951 in 2001. However, not surprisingly, delivery rate increased from 80% to 86%.

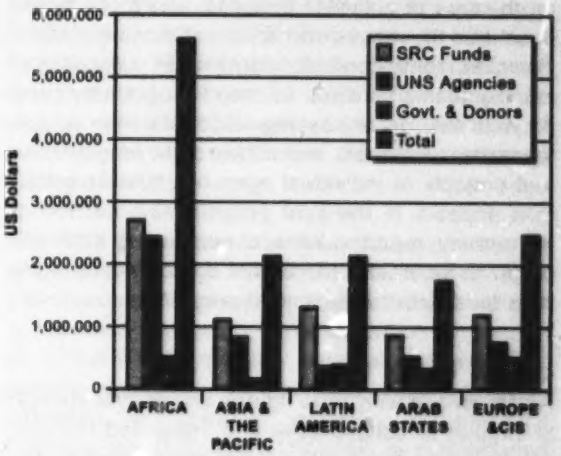
1999–2001 Reported Expenditures



Contributions to support the Resident Coordinator System from UN agencies and donors, including national governments and other organizations, declined in 2001. This is in contrast to the increase of these contributions in 2000. Funds from UN agencies decreased 13%, from $5,743,968 in 2000 to $ 4,999,910 in 2001.

Significant additional funds were received from donors at the end of 2001, but these were allocated to UN country teams at the end of the year for expenditure in 2002. Overall, the largest portion of support for UN coordination went to Africa, which has the highest number of country teams.

2001 Reported Expenditures



The key activities in the 2001 Resident Coordinator System work plans remained the same as in 1999 and 2000. These activities focused on the preparation or updating of CCAs and UNDAFs; development of joint action plans to combat HIV/AIDS and poverty reduction; follow-up to UN global conferences; support to theme groups; the operation of Resident Coordinator support units; establishment of joint UN resource or documentation centers and libraries; establishment of common premises and services, such as joint UN web sites and a system wide Internet; and other activities in the area of public information and advocacy, such as UN booklets and newsletters, promotion of the UN in the national media, and celebration of UN Day and other commemorative events.

Other resources available to Resident Coordinators came from the Swedish and Swiss governments. The Swedish funds were part of a $1.8 million allot-

ment given in 2000 to support UN reform initiatives at country-level. In 2001 $946,843 was issued to 31 countries, of which $707,413 was spent. The Swiss funds supported four country team proposals for country-level reform initiatives, totaling $170,531.

Reporting

The quality of reporting on the use of SRC funds improved this year in comparison to previous years. 126 reports on coordination expenditure were received, together with 129 plans for coordination for 2002. More detailed information was presented on the type of activities financed, and more teams described the results and impact of these activities. However, some confusion remains as a number of country teams continue to report programmes and projects that do not belong to coordination or collaboration activities, but rather are programmes and projects of individual agencies. Similar confusion appears in the joint programming section of the annual report, where a number of agencies report collaborative efforts that do not meet the criteria for collaborative or joint programmes.

Use of Funds

A comparison with 2000 figures shows little change in support to collaborative and integrated UN programming. In 2001, SRC funds were spent as follows on the six major management and coordination functions:

- **38% to support collaborative and more integrated UN programming**, to a large extent for the preparation or update of CCAs and UNDAFs (the same as in 2000);

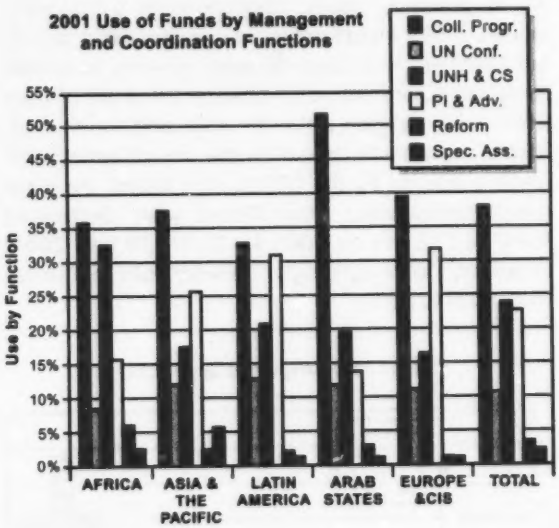
- **11% for follow-up to global UN conferences**, largely in support of the work of theme groups (down from 14% in 2000);

- **24% for UN house and common services**, largely for RC unit staff and the planning of a UN House and/or common services (up from 20% in 2000, caused by the increase in RC support staff);

- **22% for UN System public information and advocacy**, for example, UN country web sites, UN booklets and newsletters, commemoration of various UN days and development of public information strategies (down slightly from 23% in 2000);

- **3% for other activities in line with the Secretary General s Programme Reform**, such as strengthening of the human rights approach to UN collaborative planning (down slightly from 4% in 2000); and

- **2% for special assignments given by the Secretary General or the UNDP Administrator**, for instance, activities related to natural disasters or crisis and post conflict and security issues (up slightly from 1% in 2000).



COUNTRY COORDINATION FUND

The most significant change in support to UN country-level coordination in 2001 — the creation of the Country Coordination Fund in October 2001 — was not covered in the annual reports because funds were received too late in the year to impact the activities of country teams in 2001. In 2001 UNDP core funds for support to the Resident Coordinator were half of what they had been at their peak in 1998, continuing a debilitating downward trend in available funding while coordination activities continued to increase. In an effort to compensate for this decline, the UN Country Coordination Fund was established in late 2001. The Fund is a vehicle for resource mobilization from donors who are interested in supporting UN reform implementation at the country-level.

The Fund is an interim measure to assist country teams in their coordination efforts. The longer term goal is to secure a fixed level of UNDP/SRC funds to reverse the continual decrease in funding that has occurred since 1998.

Supporting Country-level Coordination

Contributions for 2002, the first year of the Fund, totaled approximately $11.5 million. Support came from the Dutch government ($8.1 million), the Norwegian government ($1 million), the Swedish government ($1 million), and the United Kingdom ($1.4 million).

Established to meet an immediate need, the Fund was designed for rapid approval of proposals and disbursement of funds. Donors are offered the flexibility of contributing to the Fund in a way that allows them to specify which countries or activities they wish to support. Funding priorities include: countries at critical stages of the UNDAF; countries in crisis or post-conflict situations countries with more than five UN organizations present; countries where governments has requested UN support for the preparation of the PRSP, or a poverty monitoring system.

The Fund in Action

In November 2001 country teams were told that there would be funds available in 2002 to help them better achieve their coordination goals. They were asked to send a work plan and budget by the end of December, earlier than in past years, and to also include these documents again when submitting their annual report. One work plan was to be submitted, covering both the UNDP/SRC funds and supplementary funding from the coordination funds. In December 2001 DGO issued the first allotment, followed by a second allotment between March and May, when all the plans had been carefully reviewed. The 2002 annual reports will show exactly how these funds have been spent, but some conclusions can be drawn now based on country teams 2002 work plans and the use of small grants for coordination distributed between 1998 and 2001.

The 2002 work plans describe each country teams plans and funding needs for the coming year. Common uses for the Coordination Fund described in the plans are: to support elaboration or revision of CCA/UNDAF, develop national indicators for poverty monitoring, including the MDG indicators, establish or enhance capacity of the RC Coordination Unit, train UN staff in rights-based programming, teambuilding; establish baseline databases, facilitate joint field visits, support media outreach and advocacy, coordinate the establishment of common premises and services, establish theme groups and inter-agency task forces, and support joint programming.

HEADQUARTERS SUPPORT, ASSESSMENT AND RECOMMENDATIONS

The UN Development Group Office plays a crucial role in supporting country teams work on collaborative programming, resource mobilization, and information sharing. It also facilitates inter-agency partnerships, supports new initiatives, and works with interagency groups to prepare guidelines on key aspects of UN reform.

In 2001, many country teams provided positive feedback on headquarters support, as well as identified challenges and suggested recommendations for the future. Country teams were not required to report in this area, and thus the feedback was primarily narrative in form, unlike the ratings scale of previous years. Nearly 30 countries submitted a specific assessment of headquarters support; approximately another 20 addressed support issues when discussing MDGs or cross-cutting issues.

Interaction between Headquarters and Field Offices on UN Reform Issues CCA/UNDAF, MDG, PRSP

Several country teams remarked positively on headquarters/UNDG support of the CCA/UNDAF process, both technical and financial, particularly in countries that were engaging in the process for the first time. Various countries appreciated the concise UNDG updates on the latest developments on MDGs in 2001. Others requested DGO assistance to develop country team capacity and strengthen MDG monitoring and poverty reduction theme groups. Several mentioned the need for rosters of resource persons with experience in mainstreaming MDGs into national development plans.

A number of teams appreciated the constructive comments obtained through the CCA/UNDAF Learning Network and useful documents including the guidance notes on the MDGs and PRSP and the Peace-building Action Plan. One country with limited UN presence noted that the CCA/UNDAF process is a demanding task for staff members who must initiate parallel consultative process to develop their own agencies programmes. Another team found it difficult to work on the UNDAF, given that some agencies are still unfamiliar with the process and budgeting is inadequate. However, focusing limited funds on enhancing support to coordination capacity should help to address this last challenge.

Coordination/Joint Programming/Harmonization

Country teams often requested more relevant training and guidance for joint programming, particularly in the area of financial reporting and administration, and that programming procedures be simplified. In general, country teams felt that guidance from individual agency headquarters has been deficient in this area, and they recommend further harmonization between UNDG and non-UNDG agencies.

Cuba reports that, with DGO support, UN agencies initiated a collaborative programming exercise in one of the less privileged provinces of the country, setting the groundwork for a human development collaboration planned for 2002. Inter-agency work in the poorer Eastern Provinces, joint response to tropical storm Michelle, and coordinated work in the area of HIV/AIDS, made the UN more effective and impact producing in support to local authorities and the campaign on HIV/AIDS.

Headquarter and Regional Offices

Comments were mixed regarding the interaction with headquarters and regional offices. Several countries described positive experiences with other agencies in terms of discrete interventions — such as support from OCHA in **Mozambique** during the country s flood crisis — as well as collaborative initiatives in theme areas. A common complaint, however, was that individual agencies differing administrative requirements are a serious obstacle to increased impact and effectiveness at the country-level. Teams also suggested that agency headquarters provide more guidance on the implementation of UN reforms, and that more effort be made at headquarters to agree on the coordination of fundamental strategic and operative issues.

In December 2001, a meeting of the Regional Directors of UNDP, UNICEF, UNFPA and WFP

explored ways to increase the support for country teams from the regional level of the UNDG agencies. Such regional collaboration is a trend we expect to see more of in 2002.

Communications and Support Materials

Support Materials

As in previous years, most country teams reported very positively on communications and support materials from the UNDG/DGO, including guidance notes, UN papers on varied subjects, circulars, and newsletters. However, teams requested better circulation of information between UNDG and the headquarters of non-member agencies and among various headquarters and agencies. The **Guatemala** team proposed the creation of a special fund for support to communication and public information in countries with a large number of agencies, funds, and UN programs.

Annual Reports

While country teams appreciated the new, simpler Annual Report Guidelines, they also requested that the guidelines not change every year. Keeping a stable format over time would allow progressive monitoring and benchmarking. A number of teams asked that guidelines be issued earlier to ensure sufficient time to prepare the report. December and early January are difficult months for reports and missions due to the number of staff on annual leave. One country team asked that greater attention be given to annual report questions raised by the country office. Another team felt that the annual report format should better link the role of the UNDAF to other country team instruments, such as the CCA and MDG reports. Several African countries noted prompt DGO commentary and feedback on the annual reports.

Electronic Communications

Country teams like electronic channels of communication such as RCNet, DevLink, MDGNet, the RC newsletter, and the Asia-Pacific regional email network of RC Assistants/Advisors. They reported that these outlets, and the sharing of country practices online, enhanced the feeling of working as a harmonized global team. Some country teams, however, did not seem fully aware of the electronic and online resources available to them. In a few cases, poor internet connectivity hindered teams from accessing these tools and information.

Training

Country teams generally benefited from their training experiences and many teams requested more training opportunities. The UN System Staff College in Turin has been an important support to the CCA/UNDAF and the associated team building process, and country teams suggest that further training could facilitate programme development and implementation. In particular, teams requested training in the areas of halving extreme poverty, joint programming, UN reform, and CCA/UNDAF, and a workshop on national early warning and preventive measures.

Staff and Support

Country teams appreciated support from DGO staff visits, information and interaction. Several countries highlighted the need to permanently appoint a Resident Coordinator Support Officer, and requested DGO s assistance in strengthening human resources and logistical support available to the Resident Coordinator s office. The **Tanzania** Country Team suggested that UN members be assessed on their support to the Resident Coordinator and that this be part of their staff appraisals. The team in **Kuwait** advised that sustaining continuity in the RR/RC post to ensure stable leadership is the main service headquarters could provide.

Budgets and Funding

Funding for special country team projects was appreciated, such as the launching of the Dag Hammarskjold Living Memorial Initiative in **Zambia**. Several teams requested support to expedite UN House construction, architectural design and cost studies. Teams requested more funding to improve team building skills, implementation of CCA/UNDAF, and harmonization between agencies. Financial challenges arose, reported a number of teams, when funds were pooled for inter-agency joint purchases, yet disparate financial and administrative requirements persist. Other comments included **Malawi** and **Somalia s** request for allocations to be retained in hard currencies, given frequent monetary fluctuations in their countries.

Additional Concerns

A number of country teams offered general recommendations on development cooperation in their reports. One team suggested that a long-term programmatic approach replace the current project-to-project style, especially as teams increase the scale and focus of their work in coming years. Discussions around the PRSP in one country found that too many initiatives are sometimes pushed forward before existing ones are fully internalized and implemented. Another team noted it is important to find equilibrium between political and developmental action, and suggest parallel actions in peace consolidation, respect for human rights, and economic and social development. Another team asked that headquarters recognize deteriorating living conditions for UN staff and provide appropriate urgent support when requested.

Suggestions to HQ from the Field

Various suggestions were made to headquarters in the annual reports. Following are those recommendations that were emphasized most frequently. Similar to last year, the main recommendations/comments from country teams concern the need to harmonize procedures and timing of activities, capacity building, and consistent direction from headquarters.

- The headquarters of UNDG members are still not reflecting their commitments to UN reform in messages they send to country teams.
- There is a lack of recognition from any of the agency headquarters for the work a country-level staff member does as a member of the Country Team rates them for the individual agency.
- Coordination support units need to be strengthened to support the growing number of coordination frameworks and processes properly.
- Guidance is need on the definition and procedures to implement joint programming.
- Financial and budgetary rules and procedures need to be harmonized to facilitate collaborative programming, especially joint programming and general functioning of UN system operations.
- Agencies differing administrative rules and procedures need to be simplified and harmonized.
- The CCA and UNDAF should be timed to work together with the PRSP.
- The national cycle and the UN cycle at country-level need to be harmonized.
- The National capacity building needs to be strengthened, such as for partnership strategies (government and civil society), poverty monitoring, preparing goals, measuring MDGs, and completing well-researched and written PRSPs.
- Training of UN staff needs to be enhanced for linkages between country-level instruments, MDGRs, and human rights.

ANNEX 1

LIST OF UNDG AGENCIES

UNDG Members

1. UNDP — United Nations Development Program
2. UNICEF — United Nations Children s Fund
3. UNFPA — United Nations Population Fund
4. WFP —World Food Programme
5. UNIFEM — United Nations Development Fund for Women
6. UNOPS — United Nations Office for Project Services
7. UNAIDS — Joint United Nations Programme on HIV/AIDS
8. UN Habitat — United Nations Human Settlements Programme
9. ODCCP — United Nations Office for Drug Control and Crime Prevention
10. WHO — World Health Organization
11. DESA — Department of Economic and Social Affairs
12. OHCHR — Officer of the United Nations High Commissioner for Human Rights
13. IFAD — International Fund for Agricultural Development
14. UNCTAD — United Nations Conference on Trade and Development
15. UNESCO — United Nations Educational, Scientific and Cultural Organization
16. FAO — Food and Agriculture Organization of the United Nations
17. UNIDO — United Nations Industrial Development Organization
18. ILO — International Labour Organization
19. UNDPI — United Nations Department of Public Information
20. Representative of the Regional Commissions
21. Special Representative of the Secretary-General for Children in Armed Conflict
22. World Bank **
23. UNFIP — United Nations Fund for International Partnerships **
24. OCHA —Office for the Coordination of Humanitarian Affairs **
25. Spokesman for the Secretary-General **
26. Director, Office of the Deputy Secretary-General **

** Observer States

ANNEX 2

ACRONYMS AND ABBREVIATIONS

ADB —Asian Development Bank
AIDS —Acquired Immune Deficiency Syndrome
BFHI — Baby Friendly Hospital Initiative
CAP — Consolidate Appeal Process
CARICOM —The Caribbean Community
CCA — Common Country Assessment
CEDAW —The Convention on the Elimination of All Forms of Discrimination against Women
CRC — Convention on the Rights of the Child
DAC — Development Assistance Committee
DFID — Department for International Development (UK)
DSA — Daily Subsistence Allowance
ECHA — Executive Committee on Humanitarian Affairs
ECOSOC — Economic and Social Affairs Committee
EFA — Education for All
ESCAP — Economic Commission for Asia and the Pacific
EU — European Union
FAO — Food and Agriculture Organization
FGM — Female Genital Mutilation
FRESH — Partnership (Focusing Resources on Effective School Health)
GEF — Global Environment Facility
GIS — Global Information System
GTZ — German Technical Cooperation
HIPC — Heavily Indebted Poor Country
HIV — Human Immunodeficiency Virus
ICRC — International Committee of the Red Cross
ICT — Information and Communications Technology
IDP — Internally Displaced Persons
IDT — International Development Targets
IFAD — International Fund for Agricultural Development
IPR — Intellectual Property Rights
IGAD — Inter-Governmental Authority on Development
ILO — International Labor Organization
IMCI — Integrated Management of Childhood Illnesses
IOM — International Office for Migration
ITAP —The Immediate and Transitional Assistance Programme
IUCN —World Conservation Union
LAN — Local Area Network
MDG — Millennium Development Goal
MDGR — Millennium Development Goals Report
NGO — Non-Governmental Organization
OCHA —Office for the Coordination of Humanitarian Affairs
OECD — Organization for Economic Cooperation and Development
OMT — Operations Management Teams
OSCE — Organization for Security and Cooperation in Europe
PPRP — Pilot Poverty Reduction Programme
PRGF — Poverty Reduction and Growth Facility
PRSP — Poverty Reduction Strategy Paper
RC — Resident Coordinator
SRC — Support to the RC funds
STI — Sexually Transmitted Infection
UNAIDS — Joint United Nations Programme on HIV/AIDS
UNCDF — United Nations Capital Development Fund
UNCHS — United Nations Centre for Human Settlements (Habitat)
UNDAF — United Nations Development Assistance Framework
UNDG — United Nations Development Group
UNDGO — United Nations Development Group Office
UNDP — United Nations Development Programme
UNEP — United Nations Environmental Programme
UNESCO — United Nations Educational, Scientific and Cultural Organization
UNHCR — United Nations High Commissioner for Refugees
UNIC — United Nations Information Centre
UNICEF — United Nations Children s Fund
UNIDO — United Nations Industrial Development Organization
UNIFEM — United Nations Fund for Women
UNODCCP — United Nations Office for Drug Control and Crime Prevention
UNFPA — United Nations Population Fund
UNGEI — UN Girls Education Initiative
UNLO — United Nations Liaison Office
UNMACC — United Nations Mine Action Coordination Center
UNMEE — UN Department of Peacekeeping Operations mission
UNMIK — UN Mission in Kosovo
UNPOS — United Nations Political Office for Somalia
UNV — United Nations Volunteers
USAID — United States Agency for International Development
VSAT —Very Small Aperture Terminal
WHO —World Health Organization
WFP —World Food Programme